OREGON TRANSPORTATION PLAN

A resilient transportation future for all Oregonians

Oregon Transportation Plan

Adopted by the Oregon Transportation Commission July 13, 2023

Oregon Department of Transportation

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1. Introduction to the Oregon Transportation Plan

1 Introduction

1.1 Welcome to the Oregon Transportation Plan

The purpose of the OTP is to define the long-range transportation policy for the movement of people and goods across the state and set the framework for policies and strategies from the present-day to 2050. The OTP is the overarching transportation plan for Oregon's entire transportation system that supports people biking, walking or rolling, driving, or riding in cars, buses, trains, or planes to their destinations. The OTP also supports the movement of goods by freight on roads, railways, waterways, and by air. It recognizes that the transportation system is grossly underfunded today but also strives to achieve a better tomorrow with actions that balance the realities of what can be done with the needs for what should be done.

KEY THEMES

- Safety
- Climate and Weather
- State of Good Repair
- Seismic Resiliency
- Widening Social Inequities
- Changing Technologies
- Transportation Revenue Challenge

The first three chapters of the Plan are intended to inform the Oregon Legislature, partners, and the public about the importance of the Plan and the challenges facing the transportation system today and into the future. The remainder of the Plan is intended to inform the work of transportation providers in how to plan for, invest in, build, manage, and maintain the multimodal system, working together to achieve key goals and shared outcomes. The Plan is adopted by the OTC that directs the work and decisions of ODOT. Other state agencies, regional and local governments, and transportation providers' plans must be consistent with the OTP. All of these entities have a role to play in implementing the OTP, and it will only be through collective efforts that the Vision laid out in the Plan can be achieved. In addition, public and private investments, private sector actions, and choices in how Oregonians and visitors travel will play a role in achieving the Plan's outcomes.

As a plan that looks out further than 25 years, the OTP seeks to be resilient in the face of change. From climate and extreme weather to technology, the transportation system must be flexible and adaptive to change in order to keep Oregon on track to achieve the OTP Vision. Early chapters in the Plan explore several themes and help shape its policies and strategies. The Plan will be updated as needed when new challenges are encountered that require different solutions.

Oregon is a diverse state with many differing and competing needs. The Plan acknowledges contrasting challenges faced by Oregon travelers while aiming for safe and comfortable movement of people and goods across the state.

Planning for the future of transportation involves making decisions and compromises. The OTP reflects informed choices made in recognition of the tradeoffs needed to achieve the Plan's goals. While the OTP does not identify specific transportation projects, it contains policies and strategies to guide the prioritization and balancing of investments and considers sustainable funding options to meet the diverse needs of people using the transportation system.

1.2 Significance of the Oregon Transportation Plan

The OTP is connected to many key aspects of Oregonians' lives. Access to safe, reliable and convenient transportation enables access to jobs, education, healthcare, childcare, food, housing, leisure activities, and more. Managing and operating Oregon's entire transportation system has major implications for social equity, economic health, and the state's ability to bounce back from natural disasters.

The needs across the transportation system are vast, including disconnected sidewalks, potholed streets, deteriorating bridges, congested roads, transit service gaps, and more. A fully functioning transportation system must address these issues, but today's funding is not adequate to support those needs. With insufficient resources the OTP becomes more important than ever to help ensure that what little money is available is directed in ways that can best support the movement of people and goods. Unprecedentedly difficult tradeoffs lay in front of Oregonians. The long-term impacts of deferred maintenance are now no longer avoidable and Oregon is in a current state of disinvestment in its transportation system. What this means in the upcoming years and throughout the OTP's planning horizon is that, while there will be some gains and investment in some areas, there will also be nearly impossible trade-off discussions which will have significant impacts on people's lives, communities, and the economy.

KEY TRANSPORTATION CHALLENGES

- Increase in Fatalities and Serious Injuries
- Disrepair of Transportation Assets
- Lack of Funding
- Increasing Greenhouse Gas Emissions
- Historic Underinvestment in Disadvantaged Communities
- Supply Chain Disruptions
- Growing Urban Congestion
- Incomplete Bike and Pedestrian Network

The update to the OTP comes at a critical time. Oregon has experienced increased climate-related concerns, natural hazards, economic downturns, and major disruptions that have affected the way we live, work, and travel. Oregon has also seen dramatic leaps in technology, changes in societal values and preferences, shifts in demand, and an increasing need for seamless mobility.

Overall, the OTP addresses many key transportation challenges facing Oregonians. Transportation has a significant impact on climate change; today, it is estimated that 35 percent of Oregon's total greenhouse gas (GHG) emissions — the largest percentage from any sector — comes from transportation. Fatalities and serious injuries continue to rise on Oregon roads. Transportation revenue is declining while infrastructure prices are increasing. Economic and demographic shifts have also changed the way people obtain goods and services, which presents significant challenges to meeting the different needs of the transportation system. These changes require a new way to plan and manage the transportation system, and the OTP provides the direction to navigate the rapidly changing world of transportation in Oregon.

Transportation shapes the lives of people in Oregon, and the Plan guides transportation. Planning for a better transportation future is a complex challenge that requires collaboration, adequate and sustainable funding, compromise, and creativity on local and statewide levels. The Plan provides the policy to inform the development of investments in the Statewide Transportation Improvement Program and programs that support transportation across Oregon. The Plan also represents a chance to create a more sustainable and equitable transportation system that gets all Oregonians where they are going safely and efficiently.

1.3 Oregon Transportation Plan Development

The development of the OTP involved many diverse individuals and groups, including local, regional, and state agencies, Oregon's nine federally recognized Tribes, ODOT staff, community leaders and organizations, and other people with varied lived experiences.

The OTC is the top decision-making body and directs and adopts OTP policies on behalf of the State of Oregon. The OTC ultimately adopts the OTP under Oregon Revised Statute 184.617 (c).

A key advisory group, the OTP Policy Coordinating Committee (comprised of government officials, industry leaders, advocates, and Oregon residents from different communities), convened throughout the project to review and advise on the development of OTP goals, objectives, policies, and strategies.

Subject matter experts in transportation policy and implementation collaborated to develop and draft policy by participating in OTP Work Groups with a focus on:

- **Social Equity**
- **Climate Change, Environment, and Resiliency**
- **Safety**
- **Modeling and Scenarios**
- **Mobility and Accessibility**
- **Electrification and Technology**
- **Economic and Community Vitality**

2. Key Drivers of Change

2 Key Drivers of Change

This section identifies "key drivers" that are influencing, and will continue to influence, Oregon's transportation system users in the coming years. Although the future is uncertain, each of these elements will affect the transportation infrastructure Oregon builds and how Oregonians use the system. Understanding these drivers of change will in turn help to ensure resilient policies are created that weather these changes and promote desired outcomes. Some key takeaways include:

Oregon's population is growing, with more people in urban areas.

Many rural areas are experiencing outward migration or slower population growth, which reduces overall transportation demand, but connections to goods and services remain important. Urban areas, on the other hand, are experiencing population growth, which strains the transportation system with dramatic increases in mobility demand statewide.

The transportation sector is the biggest GHG polluter and the transportation system is increasingly vulnerable to climate change and extreme weather events.

Reducing GHG emissions through mitigation actions is necessary to help achieve Oregon's climate goals and decarbonize the transportation system. As the climate changes and there are more wildfires, floods, and landslides, efforts are needed to adapt the transportation system to be able to better withstand or recover quickly from these events.

New technologies can save lives, increase system efficiency, and support advancements toward other goals.

Oregon must keep pace with technology trends and understand how these trends will impact the transportation system (especially with regard to mode choice) and how they can be leveraged to improve user experience and address concerns such as traffic congestion and climate change.

Declining transportation funding and increasing costs leave Oregon's multimodal system grossly underfunded.

Transportation revenue in Oregon has not kept pace with costs. Fees do not fully cover the cost of wear and tear on the transportation system nor the needs identified throughout this Plan. In addition, the gas tax is one of the primary sources of transportation funding in Oregon and with more fuel efficient and electric vehicles, revenues are declining. This is compounded by the rapidly rising costs of materials, fuels, and labor to build, manage, and maintain the transportation system, resulting in a growing maintenance backlog and limited options to improve the system for current and future needs.

2.1 Equity

Entrenched disparities in laws, public policies, and public and private institutions have often denied equal opportunity to individuals and communities. In the transportation sector, these disparities have resulted in a system that does not serve all users and disproportionately and negatively impacts historically and currently excluded and underserved communities. As these communities grow and change in Oregon and as the focus on equity grows, transportation decision-making must adapt to incorporate additional equity considerations, influencing decisions in two ways: process and outcomes.

EQUITY PROCESS & OUTCOMES
An EQUITABLE PROCESS creates opportunities for historically excluded or underserved communities to co-create desired outcomes.
EQUITABLE OUTCOMES prioritize historically excluded or underserved communities from bearing the burden of negative effects and achieving more positive results related to transportation decisions.

At the state level, ODOT has outlined equity goals that focus on workforce diversity and opportunities for advancement, expanding economic opportunities for minority groups, climate equity, and creating more representative public engagement processes.

A focus on equity in transportation planning and engineering is also driving change at the federal level, promoting a comprehensive approach to advancing equity for all — including people of color and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality.

2.2 Climate Change

Transportation accounts for one-third of national carbon dioxide emissions that contribute to global climate change. In Oregon, a 2022 Department of Environmental Quality (DEQ) report indicates GHG from the transportation sector, including the movement of people and goods on all modes (car, truck, rail, and air), make up around 35 percent of total emissions. Climate change has wide-reaching impacts on wildlife habitat, ecology, and community health.

In turn, climate change implications in Oregon also include more frequent and severe wildfires, extreme weather events, flooding, landslides, property damage, and loss of life. Road closures resulting from extreme weather events impact freight, the economy, and provision of critical services. Oregonians need safe routes to use when catastrophic events require evacuation and potential relocation. While these and other efforts have made strides, and emissions are projected to be reduced long-term, there is still work to be done. Without mitigation, climate and extreme weather impacts will worsen, costing the state billions and leading to loss of life.

2.3 Population and Labor Force Changes

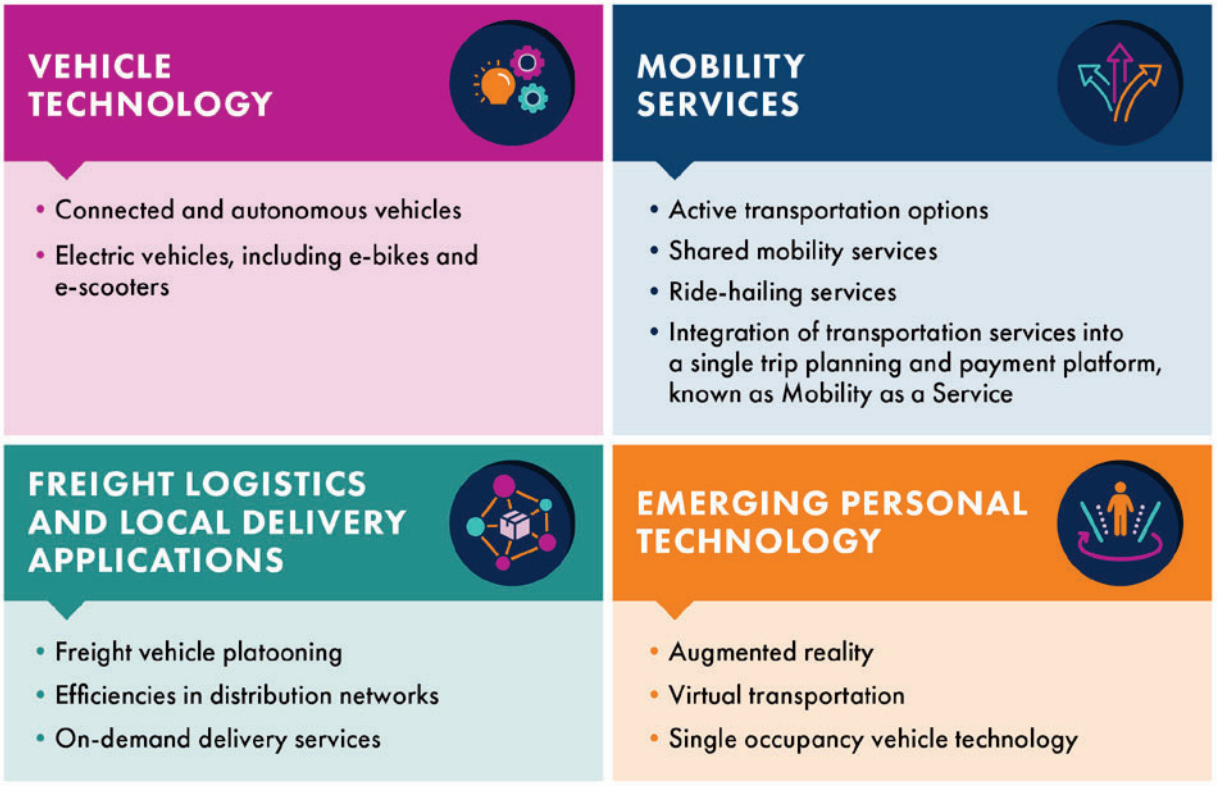
Demographic trends, including population and labor force changes, have influenced and will continue to influence the transportation system use and needs within Oregon.

- **Population Change.** Oregon's population has increased rapidly, growing by about 24 percent (around 815,000 people) since 2000. Much of this growth has been clustered in regions along the statewide I-5 corridor and Central Oregon, and this trend is projected to continue into the future. This projected long-term growth will add further demands to the transportation system.
- **Aging Population.** While Oregon's population grows it is also getting older, which has implications on medical transportation, regional labor force, and mobility needs (including mobility aids and devices that help people with disabilities get around). Outward migration has left many rural areas of the state with an aging population and slower expected growth in the labor force. This segment of the population relies on efficient transportation, and often public transportation, to access essential services.
- **Urbanization.** In urban areas, urbanization has strained transportation systems and resulted in severe traffic congestion conditions that impact communities statewide by constraining the movement of goods and services, leading to higher costs for all Oregonians. Additionally, rapid population growth is exacerbating housing affordability issues which further worsens congestion as people are forced to commute farther from more affordable locations.

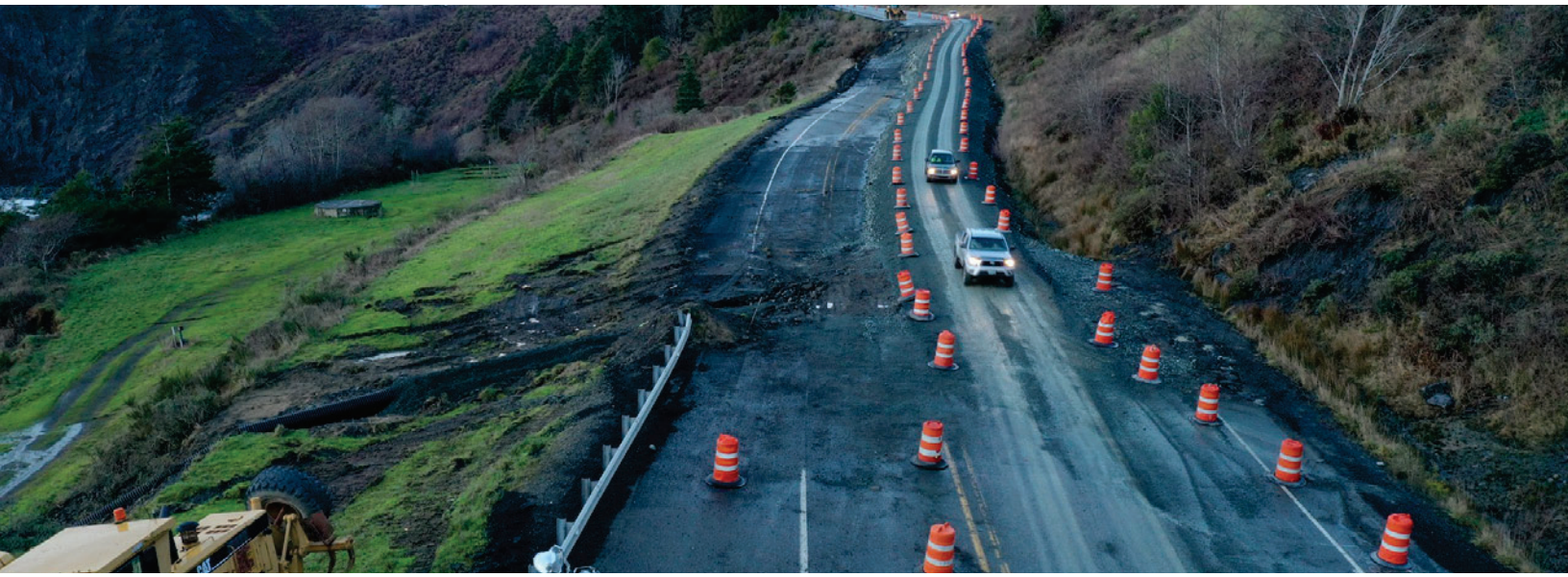
2.4 Emerging Transportation Technology Trends

Technological advancements provide safety, mobility, and environmental benefits to users of Oregon's transportation system. These technological advancements — termed emerging transportation technologies — encompass a broad range of applications. Spurred by improvements in computing power and miniaturization, communications and networking, and an increase of available data, these emerging technologies are advancing rapidly and could significantly change transportation over the coming decades.

The emerging transportation technologies that are considered primary drivers of change are organized into four categories:


VEHICLE TECHNOLOGY
• Connected and autonomous vehicles
• Electric vehicles, including e-bikes and e-scooters
MOBILITY SERVICES
• Active transportation options
• Shared mobility services
• Ride-hailing services
• Integration of transportation services into a single trip planning and payment platform, known as Mobility as a Service
FREIGHT LOGISTICS AND LOCAL DELIVERY APPLICATIONS
• Freight vehicle platooning
• Efficiencies in distribution networks
• On-demand delivery services
EMERGING PERSONAL TECHNOLOGY
• Augmented reality
• Virtual transportation
• Single occupancy vehicle technology

The development, implementation, and extent of adoption or market penetration of these options will vary. The most significant impacts are likely to occur beyond the next 20 years and will require the convergence of multiple technological advancements. However, over the next 20 years Oregon will have a substantive mixed fleet of connected vehicles, automated vehicles, and electric vehicles that are not connected and have low levels of automation operating on the transportation system. While safety benefits can be realized, varying levels of automation may present challenges for Oregon.



2.5 Resiliency and Disaster Planning

Oregon is seeing an increase in the number and severity of wildfires, floods, ice, and snow storms significantly impacting the transportation system. The additional looming threat of a large-scale Cascadia subduction zone earthquake further threatens Oregon's transportation infrastructure and the state must better prepare.

Given limited resources, Oregon must start with a strategic approach to this significant need, with investments planned over multiple decades to prioritize seismic deficiencies on key lifeline routes, coastal erosion mitigation, culvert replacements needed for increasingly severe flooding events, landslide mitigation, and emergency service access for wildland firefighting efforts.

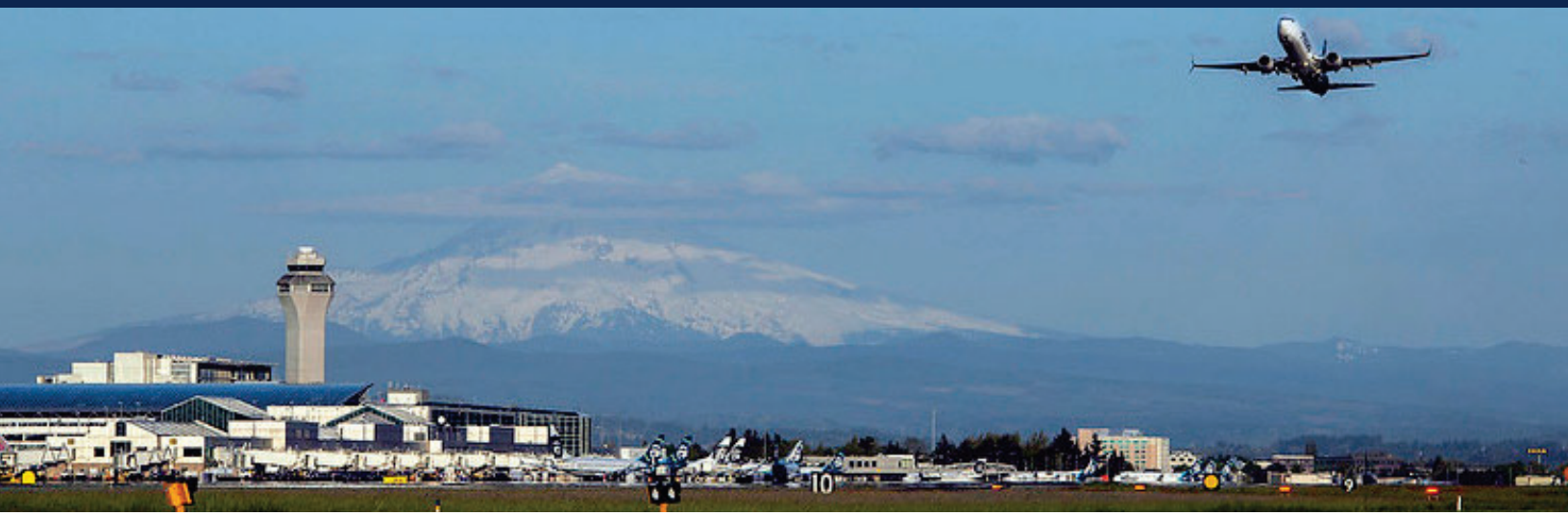
2.6 Other Major Disrupters

Over the horizon of the OTP there will be other disruptive events that will have major impacts to the state and travel. For example, the worldwide COVID-19 pandemic extensively impacted the transportation system. Traffic volumes on the roadways initially dropped dramatically, then quickly rebounded. Transit ridership and aviation enplanements are still recovering to pre-pandemic levels and logistical supply chain disruptions are still occurring. Some impacts from the pandemic, such as remote working and more on-demand delivery, are likely to continue into the future and affect how the transportation system is used.

Each of these drivers of change will continue to place pressure on the existing transportation infrastructure in Oregon and change the needs of travelers utilizing the transportation system summarized in Chapter 3.

3. Oregon's Transportation System

3 Oregon's Transportation System



As Oregon looks to the future, planning for transportation services in support of Oregon's increasing population and growing economy only becomes more critical. Through its maintenance and enhancement of the many facilities that transportation agencies manage, transportation plays a key role in the economic, social, and environmental health of the entire state.

Oregon's transportation system is complex and consists of many different modes for all types of users. Preserving and maintaining these assets as the basic foundation of Oregon's transportation system is critical. The following chapter summarizes key elements of transportation in Oregon. The OTP's goals, objectives, policies, and strategies provide direction as Oregon manages these critical assets in the face of challenges, trends, and other drivers of change.

3.1 Aviation

Oregon's 97 public-use airports are vital to the state's economy and public safety. These airports range from international passenger airports connecting Oregon to the world and providing key business and freight-air services to rural airstrips supporting critical resource management. Key takeaways include:

- Aviation infrastructure and services have seen challenges in recovering commercial enplanements from the COVID-19 pandemic, leading to revenue reductions and less service, reflecting the changing demand.
- Airports provide a critical role in emergency management. For example, the Redmond Airport will play a key role in recovery in the event of a major seismic event as the primary aviation hub in Central Oregon.
- Rural airstrips play a critical role in wildfire response and are facing challenges with aging infrastructure and inadequate funding to make necessary improvements and preserve facilities.

3.2 Bicycle and Pedestrian Infrastructure

Active transportation relies on safe and connected bicycle and pedestrian infrastructure tailored to Oregon's diverse communities. Key takeaways include:

- In areas outside of established communities and when facilities are missing, people often use roadway shoulders as walkways and bikeways.
- Shared use paths serve non-motorized travelers in both urban and rural areas for commute and recreational purposes.
- Successful biking and walking options support reducing vehicle miles traveled (VMT) and GHGs.
- Walkways are crucial for meeting Americans with Disabilities Act obligations and remain a focus of state and local transportation providers alike.
- Many new micro-mobility options are now available including e-bikes, bikeshare and e-scooters.

- Bicyclists and pedestrians face system gaps on key routes and are missing features designed to improve safety when traveling along Oregon roadways and crossing roads and streets.
- Bicyclists and pedestrians are particularly vulnerable users of the transportation system and experience disproportionate risk of being killed or seriously injured when using the system.

3.3 Freight

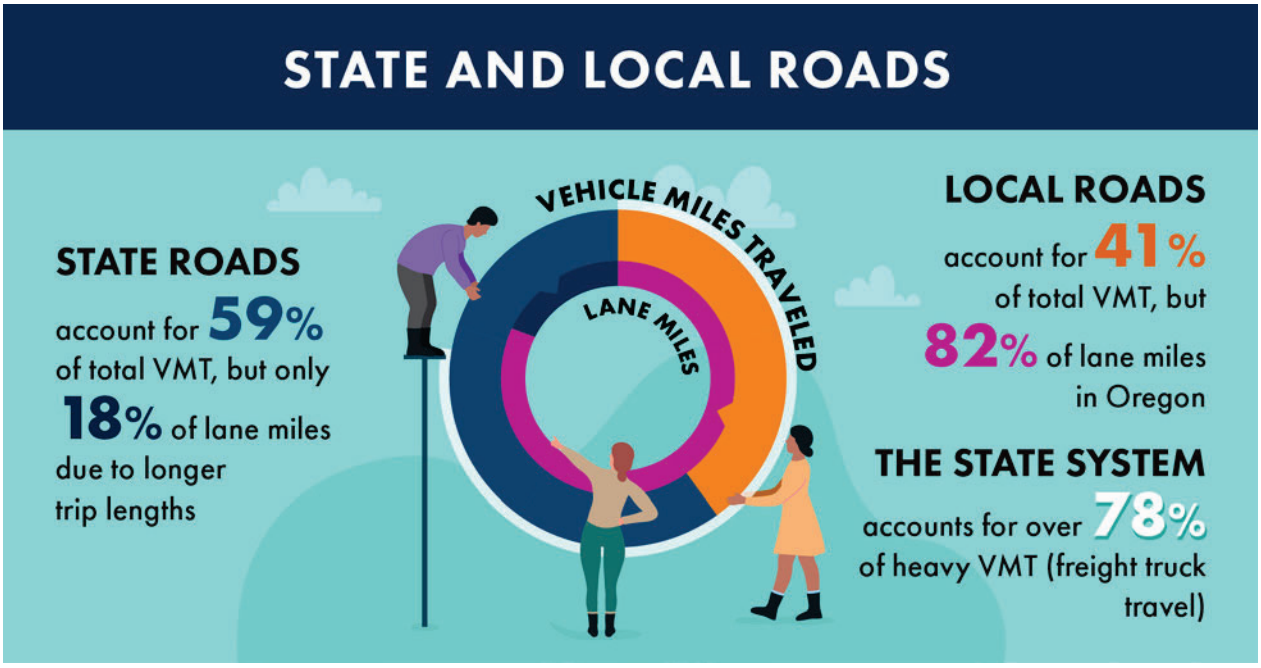
Oregonians depend heavily on the transportation system to get needed goods and services to market and enhance economic prosperity. Freight mobility in Oregon is provided by a multimodal network that includes highways, local roads, rail, air, marine, and pipeline operations. The majority of Oregon's freight (70 percent) is transported on Oregon's roads and congestion from major impediments to moving people and goods has a direct impact on Oregon's economy. Key takeaways include:

- Studies of existing freight highway conditions in Oregon identified congestion in urban areas that impedes the movement of people and goods as a major issue, affecting Oregon's economy with variations in travel-time reliability and rising travel costs.
- Oregon has struggled with competitiveness in international air freight due to limited direct services to the Pacific Rim and Europe.
- Oregon's marine freight facilities have aging infrastructure that requires substantial investments and presents challenges to efficient marine-roadway connectivity.
- Oregon's rail infrastructure is served primarily by two major rail lines that have constrained speeds due to tight curves and height constraints. Short-line railroads provide other key connections in Oregon, but preservation and maintenance remain key issues.

3.4 State Highways and Local Streets

State highways and local roads and streets play a critical role in Oregon transportation, facilitating the movement of freight, passenger vehicles, public transportation, and bicycle and pedestrian travel within and along the right of way. These elements of complex infrastructure often serve different purposes such as long distance travel and local traffic connections to jobs and schools. Key takeaways include:

- While state highways are just a share (18 percent) of the total miles of roads within the state, travel on these roads accounted for 59 percent of total VMT. Highways account for the majority of heavy vehicle VMT.
- Roadways across the state are increasingly falling into a state of disrepair. Many bridges are structurally deficient and seismically at risk. Drainage systems are undersized to current streamflows and changing weather.


STATE AND LOCAL ROADS
STATE ROADS
account for 59% of total VMT, but only 18% of lane miles due to longer trip lengths
VEHICLE MILES TRAVELED
LANE MILES
LOCAL ROADS
account for 41% of total VMT, but 82% of lane miles in Oregon
THE STATE SYSTEM
accounts for over 78% of heavy VMT (freight truck travel)

3.5 Public Transportation

Public transportation is an essential element of Oregon's transportation system. Oregonians take over 100 million public transportation trips each year. Key takeaways include:

- There are three primary forms of public transportation in Oregon: intra-urban fixed-route public transit (transit within cities), inter-urban fixed-route transit (transit between cities), and demand responsive (dial-a-ride) services, particularly for those with special transportation needs.
- The public transportation system suffered significant setbacks in ridership and financial challenges during the COVID-19 pandemic and has yet to fully recover.
- Frequency and reliability are important to transit users, including communities with populations that have been historically underserved and systemically excluded. These communities are especially vulnerable to impacts related to reliability.
- Safety and security have become substantial concerns for public transportation users in urban areas, disproportionately affecting communities of color.
- Some Oregonians rely on public transportation to travel within their own urban and rural communities, while others rely on it to make important connections between communities such as needed medical services.
- Robust public transit is a key component to reducing VMT and GHGs.

3.6 Passenger Rail

Railroads in Oregon serve both freight shippers and travelers. Unlike highway or public transit systems, the Oregon passenger and freight rail network is predominantly owned by private industry. This ownership structure requires unique public and private sector collaboration to proactively plan and explore the best mix of transportation investments to ensure a safe, efficient, and reliable rail network for the benefit of Oregon's residents and businesses. While ODOT does not own significant rail infrastructure, it does fund the Amtrak Cascades intercity passenger rail serving the Pacific Northwest Rail Corridor that links Eugene to Vancouver, British Columbia. Key takeaways for passenger rail travel include:

- Passenger rail service in Oregon uses the national rail network owned by Union Pacific and Burlington Northern Santa Fe, which consists of long-distance intercity service that links metropolitan regions along the U.S. West Coast, with connections to other U.S. regions.
- Passenger service is offered on freight railroads, which can lead to delays for passengers when freight rail services take priority on the railroad tracks.
- ODOT funds Amtrak Cascades in partnership with Washington State Department of Transportation. As a state government agency, ODOT participates in investment and modernization programming decisions with rail partners because it recognizes the public benefit of a highly functioning rail system.
- TriMet's Westside Express Service commuter rail service operates through an agreement with Portland and Western Railroad and serves stations in Beaverton, Tigard, Tualatin, and Wilsonville.
- Most of the recent funding in Oregon for operation of passenger rail and match for federal grants for capital improvement projects has come from state sources. State funding sources include the Transportation Operating Fund, General Fund, and custom license plate revenue.

3.7 Transportation Safety

Traffic fatalities and serious injuries have been increasing for a decade, with especially sharp increases in recent years. Different areas of Oregon experience diverse types of safety challenges; roadway departures are much more common in rural areas where medical services may be long distances from the crash location; while intersection crashes, often with vulnerable users such as bicyclists and pedestrians involved, account for the majority of fatal and serious crashes in urban areas. Key takeaways from 2021 data include:

FATAL AND SERIOUS INJURY FINDINGS:

57% *occur in Urban Areas*

43% *occur in Rural Areas*

The four largest attributes of fatal and serious injury include:

- **40%** *roadway departures*
- **37%** *intersection crashes*
- **29%** *speed-related crashes*
- **23%** *alcohol and/or drugs involved*

Older drivers *(over 65 of years of age)* + **Young drivers** *(15-20 years of age) and motorcycles*

are involved in the highest proportion of fatal and serious crashes

2021 in Oregon:

Oregon's increase in fatalities and serious injuries is consistent with national trends:

- **52%** of crashes occurred on **state highways**
- **48%** of crashes occurred on **city and county roads**
- **32** year high **in fatalities**
- **25** year high **in serious injuries**

Several key emphasis areas outlined in the Transportation Safety Action Plan that arise from detailed analysis of trends and factors provide focus for key actions to work toward eliminating fatal or life changing injuries.

RISKY BEHAVIORS

- IMPAIRED DRIVING
- UNBELTED OCCUPANTS
- SPEEDING
- DISTRACTED DRIVING

INFRASTRUCTURE

- INTERSECTION
- ROADWAY DEPARTURE

VULNERABLE USERS

- PEDESTRIANS
- BICYCLISTS
- MOTORCYCLISTS
- AGING ROAD USERS

IMPROVED SYSTEMS

- IMPROVED DATA
- TRAINING AND EDUCATION
- ENFORCEMENT
- EMERGENCY MEDICAL SERVICES
- COMMERCIAL VEHICLES

3.8 Transportation Options

Transportation options programs connect people to transportation choices, allowing them to bike, walk, take transit, drive, share rides, and telecommute, among other things. Key takeaways include:

- Advancements in technology have provided many new options for travelers looking for alternative ways to get around or connect multiple modes where those options exist.
- Local transportation option providers supply individualized and custom connections to enable all people to get to their required destinations.
- The creation of transportation options programs has made progress in connecting people to transportation services in Oregon. The "Get There Oregon" ride matching program has grown by over 20 percent per year since 2019.

3.9 Transportation Funding

- Funding for transportation investments is heavily reliant on the gas tax, a source in decline. State gas tax revenues also have constitutional limitations as to how they can be used.
- Almost 75 percent of federal funds are tied to specific purposes, while 25 percent are discretionary, often through competitive grants programs.
- The inflexibility of funding sources poses challenges to adapting to the changing transportation needs and policy.

4. Vision and Values

4 Vision and Values

The OTP Vision describes the overarching intention of the state's transportation system and a common purpose that all of Oregon can work toward.

4.1 Vision and Values Statement

Oregon's transportation system supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable, and safe way.

Each piece of this Vision statement has significance as it:

- Defines the purpose of the transportation system: "connecting people and goods to places."
- Describes who the system serves: "supports all Oregonians," which means enabling travel for everyone regardless of age, ability, race, gender, and income.
- Identifies the lenses for making transportation decisions: "in the most climate-friendly, equitable, and safe way." When a decision is made, consider how safety, equity, and climate will be impacted and work to maximize positive outcomes and minimize negative consequences.

Safety

People can get where they need and want to go safely. User needs and facility design are aligned based on the context of the surrounding built environment. This allows agencies to design and manage the transportation system in a way that emphasizes safety over comfort or speed, while enabling technological solutions to mitigate effects of distracted driving and other safety challenges. No loss of life is acceptable, and efforts are focused on saving lives and preventing serious injuries.

Equity

An inclusive transportation system supports the movement of people regardless of age, ability, race, gender, or income. Existing disparities are recognized and addressed. The users of the transportation system have a voice in making decisions that impact them. Historically underserved and systemically excluded populations help make decisions and benefit directly from transportation projects and programs.

Climate

Oregon recognizes the climate crisis and makes systemic changes to reduce emissions caused by travel. Every mile driven in Oregon is powered by a clean source of fuel. Construction and maintenance operations are carbon neutral and investments in mobility support travel by low and no emission modes. While every project may not result in a reduction in emissions, transportation investments overall support emission reductions to achieve state goals. The transportation system is resilient in the face of seismic and climate events and impacts to the degradation of the natural environment are reduced. Transportation infrastructure is built in a way that avoids impacts on key habitat and results in better environmental conditions for wildlife and native vegetation.

Safety, equity, and climate lenses will be applied to transportation decisions that must advance other important outcomes and be balanced overall. The future state of other important outcomes within the horizon of the Plan include these three additional OTP goal areas:

Mobility

A multimodal transportation system enables a diverse population with different transportation needs to travel in the state safely and with minimal adverse impacts on the natural and cultural environment. Key routes in the state are well-maintained and reliable. The transportation system incorporates emerging transportation technologies into a multimodal transportation network so people experience seamless integration of Oregon's public transportation system with priority active transportation connections. The most critical multimodal connections are complete, making it easier and safer for people to get around, especially near schools and commercial centers. Oregon has a fully connected, efficient, and safe transportation network.

Economic and Community Vitality

Transportation is not an end in itself; rather, it enables people to connect with one another, make a living, visit beautiful places, and share goods. The transportation system provides opportunities for community and economic prosperity for everyone. Moving goods and materials is efficient and reliable, supporting commerce and creating jobs while keeping communities safe and clean. Tourism to Oregon's towns, cities, and beautiful natural wonders enriches lives and supports economies across the state.

Stewardship of Public Resources

Decision making and transportation investments reflect the values of open decision making, environmental stewardship, public health, safety, and thoughtful management of the transportation system. Public assets are preserved and investments are well-managed. Funding streams are reliable and have broad public support. Federal, state, and local transportation agencies effectively collaborate and resources are adaptively managed in the face of uncertainty.

5. Policy Framework

5 Policy Framework

5.1 Oregon Transportation Plan Policy Framework

The OTP is designed to help Oregon meet the challenges facing the state today and during the coming decades. Oregonians want a transportation system that connects people and delivers goods to places in the most climate-friendly, equitable, and safe way. The policies in the OTP touch on many goals, objectives, and ways to accomplish these outcomes. Collectively, they are designed to realize the OTP Vision, recognizing the many and diverse needs of people and businesses today and in the future. In an ideal world, all needs would be met. However, some goals are conflicting and must therefore be balanced. With limited resources, tough choices involving tradeoffs must be made about allocating finite resources. In support of these challenges, this section outlines the direction and focus areas across policies in the OTP.

Save Lives

The transportation system must support the ability of people to travel safely to all their destinations. The priority is to prevent people from being killed or severely injured on Oregon's roads and across the transportation system. Recent trends show fatalities and serious injuries are on the rise and people who walk, bike, or roll are most at risk. Research also shows that Black, Indigenous, and People of Color (BIPOC) and Tribal communities have a higher likelihood of being killed or severely injured than do other populations. Working to eliminate fatalities and serious injuries requires special attention to these concerns. The OTP calls for a Safe System approach, such as designing the transportation system to safely accommodate all users and uses of the system, reducing potential safety conflicts between modes, embracing vehicle and infrastructure technology to help correct driver error or distraction, and conducting education and outreach.

When solutions are identified that can save lives but may conflict with other goals, such as freight mobility or decreasing emissions, safety takes precedence.

Center Equity

Transportation decisions have disproportionally impacted certain communities and populations, leading to disparities in access to and the safety of the transportation system. These decisions have also affected neighborhoods, economic development, and air quality for generations. The OTP identifies these issues and sheds light on the need to address disparities. OTP policies focus on creating a more equitable transportation system and outcomes, such as increasing access to travel options and reducing travel costs. The OTP calls for the removal of

barriers to access and participation in making decisions, ensuring that diverse voices and broad perspectives are engaged in each phase of decision making. The Plan also recognizes the need to have a diverse transportation workforce with direct decision-making ability.

Reduce Greenhouse Gas Emissions

Transportation is the largest GHG polluting sector. Climate change and extreme weather are impacting the state's economy and people's lives. The transportation system must rapidly decarbonize to achieve GHG reduction goals. The OTP focuses on transitioning to cleaner vehicles and fuels, especially electric, to make every mile driven clean. Policies for transportation electrification go beyond just cars and trucks and include electrification of bikes, scooters, transit buses and freight trucks. The Plan also calls for getting more people biking, walking, or taking transit; implementing land use patterns that support use of those modes; and fairly pricing the transportation system. These and other actions support the goal in the Plan to reduce per capita passenger VMT – which will help with emission reductions in the short term and enable more efficient use of existing capacity across modes while promoting healthy lifestyles. Along those lines, the Plan limits roadway expansion to occur only after pricing, options for shifting modes, use of demand management strategies, and operational improvements are explored and projected to be insufficient at reducing congestion.

Secure Sustainable and Reliable Transportation Funding

Today's transportation funding is sufficient to finance only a portion of long-term investment needs. Current funding is also largely dependent on a carbon-based revenue form, the gas tax. As the transportation system decarbonizes, such funding becomes less reliable and produces less revenue. The OTP recognizes the need to diversify Oregon's transportation revenue sources and ultimately shift to a VMT fee, such as the OReGO pay-per-mile system. It calls on pricing programs (such as tolling, congestion pricing, parking pricing, and carbon charges) to raise revenue and support overall OTP objectives. The Plan also identifies the need to sustain and enhance alternative funding sources, such as the employee payroll tax for public transportation. Overall policies must ultimately rely on true cost pricing, which more fully recovers the cost to build, operate, maintain, and manage the multimodal transportation system. There is also direction in the OTP to index revenue sources for inflation to help make those funding sources more sustainable.

Maintain the Existing System and Complete Critical Connections

The OTP calls for increasing transportation funding due to woefully insufficient funding available today. A system reliant on limited and insufficient funds fails and will continue to fail

to address deteriorated roads and bridges, disconnected walkways and bikeways, inadequate transit service, and overall hardships for people trying to connect to critical destinations.

With limited resources, Oregon must strategically invest in the transportation system. The Plan identifies the need to focus dollars on eliminating fatalities and serious injuries; maintaining lifeline routes and key corridors; sustaining transit service; and adding critical connections for biking, walking, and rolling. As additional funds become available, focus can expand to broader maintenance and heightened transportation system resilience, increasing active transportation connections, and improving overall safety.

Enable the Efficient Movement of Goods and Services

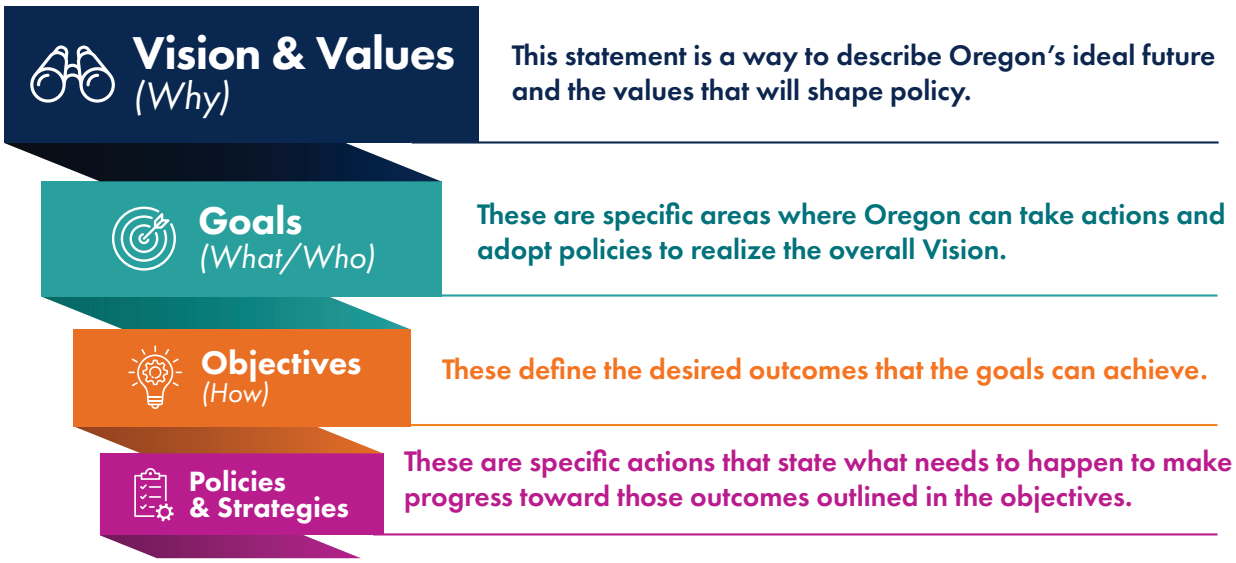
Efficient movement of freight is essential for a robust Oregon economy. Freight travel times must be reliable to keep Oregon competitive. The ability to move goods by truck, on rail, by water, or in the air depends on the commodity that is being shipped and the efficiency of those modes. Major impediments to moving people and goods disrupt and impede the free flow of commerce. Many policies in the OTP are designed to address these issues and enable multimodal freight connections and deliveries. On-road freight efficiency, for example, should benefit from passenger VMT reduction with more people biking, walking, or taking transit. However, there will still likely be areas of severe congestion where strategic roadway enhancements will be needed to improve timeliness and reliability for freight. Overall, the OTP envisions a system to keep freight moving from origin to destination with easy transfers between modes, services, and systems.

6. Goals, Objectives, Policies, and Strategies

6 Goals, Objectives, Policies, and Strategies

The OTP Vision and Values statement presented in Chapter 4 describes the overarching intention of the state's transportation system and a common purpose that all of Oregon can work toward. This chapter expands on the OTP Vision and Values through the OTP goals, objectives, policies, and strategies. **Goals** identify specific areas of focus to realize the future set forth in the Vision. **Objectives** establish outcomes and provide guardrails for determining how to take action that is consistent and strategic. **Policies** set the course of action and describe different lenses that will be important to consider as agencies work to meet the objectives. **Strategies** are specific actions that need to happen to make progress toward those outcomes outlined in the objectives. The Big Ideas included on the first page for each goal capture a snapshot of what Oregon needs to do to achieve each goal. While these Big Ideas are not policies (or strategies) in themselves, they are intentionally linked to the actions described within the polices (and strategies).

These goals, objectives, policies, and strategies inform not only ODOT but also other state and local agencies, as well as Oregon businesses and residents. This chapter recognizes Oregon's distinct geographical areas and the unique needs of the state's urban, suburban, exurban, and rural communities. While the OTP is a long-term plan, the policies and strategies outlined here serve as a road map for immediate and ongoing work and decision making as agencies, organizations, and individuals work together to meet the urgent needs related to safety, equity, climate action, and Oregon's economy.


Vision & Values
(Why)
This statement is a way to describe Oregon's ideal future and the values that will shape policy.
Goals
(What/Who)
These are specific areas where Oregon can take actions and adopt policies to realize the overall Vision.
Objectives
(How)
These define the desired outcomes that the goals can achieve.
Policies & Strategies
These are specific actions that state what needs to happen to make progress toward those outcomes outlined in the objectives.

6.1 Economic and Community Vitality

Goals *(What/Who)*

Improve prosperity, opportunity, and livability for all people who live, work, and recreate in Oregon.

Objectives *(How)*

- **EC.1:** Link transportation and land use decisions, recognizing the impact both have on how, where, and the distance people travel.
- **EC.2:** Provide safe and reliable movement of goods and services.
- **EC.3:** Provide transportation systems to promote healthy, prosperous, and cohesive communities.
- **EC.4:** Provide, maintain, and enable multimodal intercity connections that support access to Oregon's natural, cultural, and heritage destinations.

THE BIG IDEAS

- Provide multimodal access to places around the state for recreation, tourism, and commerce.
- Move goods and provide access to services in an innovative way to help Oregon's economy thrive.
- Ensure the transportation system is a means for supporting public health and community life.
- Increase affordable, convenient, and efficient transportation options available to neighborhoods and communities.
- Provide access to community places and destinations.

Objective EC.1

Link transportation and land use decisions, recognizing the impact both have on how, where, and the distance people travel.

Policy EC.1.1

Encourage development of compact communities and mixed-use neighborhoods to support multimodal trip choices and efficient public investments.

- **Strategy EC.1.1.1:** Invest in transportation projects and programs that connect areas of compact development (or planned for compact development) with walking, rolling, biking, and transit facilities and services.

Policy EC.1.2

Facilitate the creation of places where residents, workers, and visitors can meet most of their daily needs without driving. These will be mixed-use communities that contain a combination of housing, jobs, businesses, and services, and that are served by safe transportation options for all modes, including high-quality infrastructure for people to walk, roll, bike, and take transit.

- **Strategy EC.1.2.1:** Emphasize multimodal connections to areas that include affordable housing to help those households reduce combined total transportation and housing costs.
- **Strategy EC.1.2.2:** Support the development of downtowns with coordinated transportation and economic development strategies and system improvements.

Objective EC.2

Provide safe and reliable movement of goods and materials.

Policy EC.2.1

Promote freight system integration and efficiency for a competitive advantage in regional, national, and international markets.

- **Strategy EC.2.1.1:** Support a diversified freight system through planning, integration, and targeted funding for non-highway freight modes, such as rail, port, intermodal, and air cargo facilities.
- **Strategy EC.2.1.2:** Maintain and enable access for general commercial vehicles to key freight origins, destinations, and intermodal facilities.

Policy EC.2.2

Support efficient movement of freight to help keep delivery costs from increasing.

- **Strategy EC.2.2.1**: Study commodity flow in Oregon and identify and improve current and potential major impediments to moving people and goods, seeking solutions that address needs.

Policy EC.2.3

Fund innovative technology, management, and information sharing that will facilitate resilient and efficient goods movement and economic strategies.

- **Strategy EC.2.3.1:** Emphasize use of less-polluting freight vehicles (e.g., cargo e-bikes, vans, and medium-duty trucks) to move goods within urban environments while supporting larger and heavier freight activity at the periphery of urban environments and for intercity travel.
- **Strategy EC.2.3.2:** Where large trucks are needed for urban deliveries, support them with sufficient technology-enabled parking and curbside regulation, including shared loading zones with freight prioritized at certain times of day, to reduce idling and increase fuel efficiency.
- **Strategy EC.2.3.3:** Transition to clean freight vehicles (trucks, trains, planes, etc.) powered by electric, hydrogen, or low-carbon fuel.

Objective EC.3

Provide transportation systems to promote healthy, prosperous, and cohesive communities.

Policy EC.3.1

Provide a transportation system that expands connectivity, flexibility, and resiliency while allowing all segments of the economy (industries, communities, and individuals) to thrive.

- **Strategy EC.3.1.1:** Promote the ability of people to access essential destinations, such as employment, education, and health care, with and without access to a private vehicle.
- **Strategy EC.3.1.2:** Provide options for intercity commuting and work travel that do not require access to a private vehicle, such as passenger rail and regional transit.
- **Strategy EC.3.1.3:** Address economic inequity by prioritizing mobility connections between low-income households and economic opportunities, including education and job centers.

Policy EC.3.2

Reduce transportation cost burdens on businesses and residents.

- **Strategy EC.3.2.1:** Reduce business transportation cost burdens (e.g., parking, long commutes, and fuel) by encouraging transportation option programs and reduced energy cost per mile.
- **Strategy EC.3.2.2:** Reduce household transportation cost burdens by investing in programs that expand the availability, accessibility, and convenience of transportation options that do not require vehicle ownership.
- **Strategy EC.3.2.3:** Advance access to digital infrastructure, automation, and support systems (e.g., intelligent traffic systems and electric vehicle charging) to reduce barriers to transportation information, enable efficient travel choices, and reduce travel costs.

Policy EC.3.3

Emphasize public health outcomes and maintain and restore community cohesion through system design and investments.

- **Strategy EC.3.3.1:** Work with roadway owners to provide opportunities to use transportation right of way as an enhancement to community livability, such as through street plazas, demonstration projects, open street events, and similar events and programs.
- **Strategy EC.3.3.2:** Coordinate private and public resources to provide flexible and responsive transportation improvements and services to help stimulate active and vital downtowns, economic centers, and main streets.
- **Strategy EC.3.3.3:** Maintain and improve community members' ability to walk, roll, and bike safely where they live as part of routine recreation, exercise, and social activities.
- **Strategy EC.3.3.4:** Promote modes of transportation that increase physical activity and invest in the infrastructure that enables them (e.g., sidewalks, bikeways, off-street paths, and safe arterial crossings).

Policy EC.3.4

When designing new or replacement transportation infrastructure, use the latest design guidance and approved standards appropriate to the context to enhance the comfort and quality of the space for the benefit of the surrounding community.

- **Strategy EC.3.4.1:** Incorporate trees, bioswales, and vegetation within project areas to enhance the attractiveness of communities and transportation systems, ensuring that plantings maintain the visibility and safety of transportation system users and are appropriate for the environment (e.g., are drought resistant or do not increase wildfire danger).
- **Strategy EC.3.4.2:** Create welcoming, visible, and well-lit spaces that reinforce personal security while naturally deterring illegal or dangerous activity.
- **Strategy EC.3.4.3:** Reduce or avoid negative air quality, noise, and visual impacts from the transportation system on adjacent communities.
- **Strategy EC.3.4.4:** Design transportation infrastructure for climate change and extreme weather resilience.

Policy EC.3.5

Recognize the unique needs of rural communities and areas, and enable transportation that supports longer trip distances, more sparsely populated areas, farm, forest, and agricultural uses as well as tourism.

- **Strategy EC.3.5.1:** Design and maintain roadways that support the movement of large and sometimes oversize farm equipment and vehicles.
- **Strategy EC.3.5.2:** Identify key roadway and multimodal connection points between communities and give higher priority to accessibility needs over accommodating higher volumes of vehicles/trips.
- **Strategy EC.3.5.3:** Deploy safety countermeasures to prevent run-off-the-road crashes, address speeding, and consider unique rural issues.
- **Strategy EC.3.5.4:** Support and promote designation and use of scenic byways and bikeways.

Objective EC.4

Provide, maintain, and enable multimodal intercity connections that support access to Oregon's natural, cultural, and heritage destinations.

Policy EC.4.1

Support tourism by coordinating transportation investments and operations with the tourist industry and affected communities.

- **Strategy EC.4.1.1:** Plan for travel related to tourism throughout the state as a critical economic tool for both urban and rural communities and a meaningful, affordable option for families to enjoy Oregon's many natural and urban areas.
- **Strategy EC.4.1.2:** Designate priority routes for recreational trails, scenic byways, and multimodal activities such as cycle tourism, and support the safe use of these designated routes through investments in programs and system improvements.
- **Strategy EC.4.1.3:** Increase opportunities for tourists to use shuttles, public transportation, mobility wallets, interoperable bikeshare, and other non-driving modes.

6.2 Social Equity

Goals *(What/Who)*

Improve access to safe and affordable transportation for all, recognizing the unmet mobility needs of people who have been systemically excluded and underserved. Create an equitable and transparent engagement and communications decision-making structure that builds public trust.

Objectives *(How)*

- **SE.1:** Recognize past harms and remove barriers to inclusion and opportunity.
- **SE.2:** Make decisions through processes that are transparent, inclusive, and engaging to all people affected by the transportation system.
- **SE.3:** Improve access to and convenience of a range of high-quality, safe, and affordable mobility options for excluded or underserved populations.
- **SE.4:** Expand access to essential services and economic opportunities through programs and investments.

THE BIG IDEAS

- Acknowledge and account for existing inequalities and harm caused by transportation decisions.
- Strive to prevent historically excluded and underserved communities from further bearing the burden of negative effects related to transportation decisions.
- Embed social equity in all programs, processes, and policies.
- Implement open and inclusive processes that build trust.
- Welcome, serve, and empower members of marginalized, oppressed, and underserved communities.
- Reduce household transportation costs for those disproportionately burdened.
- Recognize that Tribal governments are independent sovereign nations and work with them through the government-to-government process.

Objective SE.1

Recognize past harms and remove barriers to inclusion and opportunity.

Policy SE.1.1

Acknowledge the role of Oregon's history in altering the landscape, traditions, communities, and trajectory-of-prosperity for Indigenous people, federally recognized Tribes, and nations, and — through collaboration — elevate the quality of transportation for Indigenous people and Tribal governments.

- **Strategy SE.1.1.1:** Consult with all of Oregon's nine federally recognized Tribes to develop formal agreements to explicitly address benefits and burdens of transportation policies and investment priorities upon Tribal communities. Do this in coordination with established engagement channels.
- **Strategy SE.1.1.2:** Ensure emerging technology issues, in particular, are understood and addressed when consulting with Oregon's federally recognized Tribes.

Policy SE.1.2

Document the impact of past decisions on current inequities and develop restorative strategies to shape future investments.

- **Strategy SE.1.2.1:** Identify partnerships and resources to document harm that resulted from past transportation decisions.
- **Strategy SE.1.2.2:** Develop a statewide approach to equity mapping as a resource for prioritizing transportation decisions.
- **Strategy SE.1.2.3:** Use data to craft strategies that address harm for communities negatively impacted by past decisions.

Policy SE.1.3

Understand and reflect the perspectives and diversity of Oregon within decision-making structures.

- **Strategy SE.1.3.1:** Seek direct input regarding each community's unique cultural experiences and acknowledge how they impact their transportation needs, access, and options.
- **Strategy SE.1.3.2:** Recruit and manage transportation agencies' employees, advisory committees, review boards, task forces, and other decision-making entities so that they reflect the intersecting identities and diversity of the communities they serve.

Policy SE.1.4

Improve access for transportation-vulnerable people with a focus on systemically excluded or underserved populations (populations with high numbers of BIPOC, Oregon's nine federally recognized Tribes, people experiencing low income, people living with one or more disabilities, seniors, youth, and rural residents).

- **Strategy SE.1.4.1:** Identify communities underserved by walking, rolling, biking, transit, and micromobility travel options and areas where transit service levels are low.
- **Strategy SE.1.4.2:** Prioritize investments for systemically excluded and underserved populations to reduce disparities in access to economic, recreation, and social destinations.

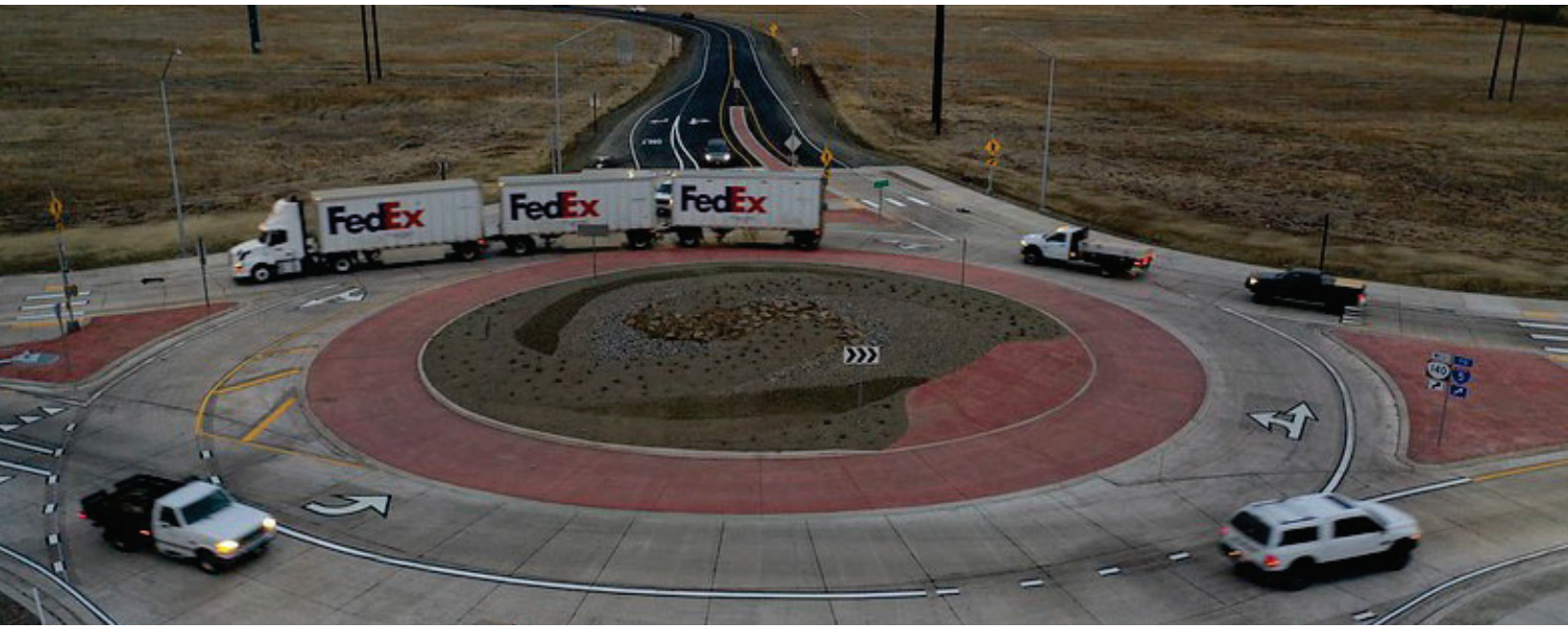
Objective SE.2

Make decisions through processes that are transparent, inclusive, and engaging to all people affected by the transportation system.

Policy SE.2.1

Ensure the voices of all people are heard in decision-making processes.

- **Strategy SE.2.1.1:** Build trust and relationships with systemically excluded or underserved populations. For example, agencies can work with community organizations over time to strengthen relationships that outlive individual projects.
- **Strategy SE.2.1.2:** Increase (and provide resources for) ways systemically excluded and underserved people can participate throughout decision-making processes. Recognize and address distinct barriers to participation, including cost and access obstacles to joining an in-person or online meeting, schedule- and time-related limitations, language barriers, and cognitive differences.
- **Strategy SE.2.1.3:** Use affinity groups and other local resources to elevate the voices and perspectives of systemically excluded or underserved populations so they are central to the framing and execution of the project planning process.



Policy SE.2.2

Inform and empower partners, particularly communities who have been systemically excluded or underserved, about opportunities and actions to influence open decision making.

- **Strategy SE.2.2.1:** Communicate information and impacts to the public and partners in a clear and timely manner.
- **Strategy SE.2.2.2:** Provide equitable access to information for communities across the state, considering communication platforms and information sources that are culturally responsive and accessible to all.
- **Strategy SE.2.2.3:** Be inclusive, transparent, and clear about how equity tools (e.g., equity indices, frameworks, and processes) change decisions and influence outcomes.

Objective SE.3

Improve access to and convenience of a range of high-quality, safe, and affordable mobility options for systemically excluded or underserved populations.

Policy SE.3.1

Help all Oregonians thrive through inclusion and consideration of equity in transportation decision making and investments.

- **Strategy SE.3.1.1:** Invest in projects that would clearly benefit the safety, climate resilience, and public health outcomes of systemically excluded or underserved populations.
- **Strategy SE.3.1.2:** In response to the higher rates of roadway fatalities for people walking and biking in areas that are comprised of low income and BIPOC community members, make multimodal safety investments in areas with a high concentration of systemically excluded or underserved populations.
- **Strategy SE.3.1.3:** At all phases of planning and project development, recognize the role of public transit as a lifeline resource for people experiencing low income, people living with one or more disabilities, seniors, and youth.

Policy SE.3.2

Address barriers to accessing and using vehicles and tools that feature emerging technology (e.g., electric vehicles, trip planning services and information, and shared micromobility vehicles).

- **Strategy SE.3.2.1**: Invest in electric vehicle systems and charging stations throughout the state.
- **Strategy SE.3.2.2**: Support development of shared use transportation resources that minimize up-front costs and are designed to be accessible to people of all income levels.
- **Strategy SE.3.2.3**: Leverage resources that are focused on technology investments to maximize equitable outcomes. Ensure all partnership agreements between transportation agencies and other state agencies, investor-owned utilities, community-owned utilities, local governments, and local community-based entities address equitable processes and outcomes.
- **Strategy SE.3.2.4**: Approach autonomous and connected vehicle travel and refueling in a manner that improves health, safety, accessibility, environmental, and livability outcomes in communities that have been systemically excluded and underserved.

Policy SE.3.3

Consider household budgets and proportional household income spent on transportation costs in transportation system design and implementation. Balance costs for all users to ensure none are overly burdened, including both households and businesses.

- **Strategy SE.3.3.1:** Partner with private and nonprofit sector mobility providers to implement equitable and accessible services.
- **Strategy SE.3.3.2:** Support affordable financing of electric vehicles of all types, including e-bikes, for personal ownership among underserved communities.
- **Strategy SE.3.3.3:** Invest in the infrastructure and levels of service that make existing low cost modes of travel — such as walking, rolling, biking, and transit — more convenient and available.

Objective SE.4

Expand access to essential services and economic opportunities through programs and investments.

Policy SE.4.1

Ensure the needs of the most transportation-vulnerable people and systemically excluded or underserved populations are meaningfully addressed and that policies produce improved outcomes.

- **Strategy SE.4.1.1:** Conduct and apply lessons from studies and analysis to understand transportation disparities that exist among systemically excluded or underserved populations.
- **Strategy SE.4.1.2:** Increase transportation investments that benefit systemically excluded or underserved populations.

Policy SE.4.2

Invest equitably in the Oregon economy by increasing contracting opportunities for Oregon BIPOC-, Tribal-, and women-owned businesses, with the intent of creating wealth, building capital, expanding networks, and building new skills within these communities.

- **Strategy SE.4.2.1:** Establish and continue to evaluate and improve aspirational contracting goals for Oregon BIPOC-, Tribal-, and women-owned businesses.
- **Strategy SE.4.2.2:** Identify and reduce burdens associated with contracting for Oregon BIPOC-, Tribal-, and women-owned businesses.
- **Strategy SE.4.2.3:** Provide technical assistance, trainings, and networking opportunities for Oregon BIPOC-, Tribal-, and women-owned businesses.

6.3 Mobility

Goals *(What/Who)*

Create a resilient multimodal transportation system that enables the diverse range of community members and businesses with different needs to get where they need to go safely, reliably, affordably, and with minimal environmental impact.

Objectives *(How)*

- **MO.1:** Complete, maintain, and improve multimodal transportation facilities and services that are essential to Oregonians' prosperity and quality of life.
- **MO.2:** Reduce the per capita VMT for passenger vehicles.
- **MO.3:** Create a transportation system that is fully accessible to people of all ages, abilities, races, ethnicities, and income levels, regardless of geographic context.
- **MO.4:** Maintain or improve travel reliability for movement of goods and access to services.
- **MO.5:** Tailor transportation solutions to the local context, allowing for different solutions to achieve OTP goals in rural, suburban, and urban communities.
- **MO.6:** Integrate emerging transportation technologies into transportation services and facilities.

THE BIG IDEAS

- Put people first.
- Get people and goods from point A to point B safely.
- Complete the critical connections in Oregon's transportation networks.
- Ensure low-carbon transportation options are available and easy to use.
- Leverage technology; anticipate the future.
- Provide a robust transportation system so people have options and can make choices.
- Design roads to fit their context and intended function.

Objective MO.1

Complete, maintain, and improve multimodal transportation facilities and services that are essential to Oregonians' prosperity and quality of life.

Policy MO.1.1

Provide a well-connected and seamless multimodal transportation system that promotes the safe movement of people and goods.

- **Strategy MO.1.1.1:** Complete the most critical multimodal connections. Define priority networks for all modes based on connectivity and access to destinations; integrate these networks into plans and investment decisions at the state, regional, and local levels.
- **Strategy MO.1.1.2:** Improve the affordability, reliability, safety, comfort, and time efficiency of walking, rolling, biking, and transit so they are at least competitive with auto travel.
- **Strategy MO.1.1.3:** Increase public transit ridership by enhancing network coverage, frequency, span of service, and passenger safety through approaches tailored to the local context as funding is available.
- **Strategy MO.1.1.4:** Complete critical bicycle and pedestrian connections to areas with a high proportion of transportation-disadvantaged people and surrounding schools, shopping, employment centers, medical services, connections to transit, and downtowns.
- **Strategy MO.1.1.5:** Ensure children can access education through safe and connected bikeways and walkways by providing funding and building capacity for Safe Routes to School infrastructure and education programs.
- **Strategy MO.1.1.6:** Develop and promote intercity passenger rail as a low-emission approach to efficient long-distance travel.

Objective MO.2

Reduce the per capita VMT for passenger vehicles.

Policy MO.2.1

Prior to adding new motor vehicle capacity, assess whether the capacity or other needs can be reasonably addressed by a cooperative approach among agencies to carry out one or a combination of the following:

- Multimodal investments (e.g., increased transit service and passenger safety, multimodal network completion, and connectivity improvements that are non-auto),
- Transportation options programs (e.g., education and outreach, transportation options information, trip planning, or rideshare support),
- Transportation system management improvements (e.g., ramp metering, signal coordination, or roadway lane reconfiguration), or
- Context-appropriate pricing strategies (e.g., roadway tolling, charging for parking, or incentives).

- **Strategy MO.2.1.1:** Establish an investment prioritization process to emphasize throughput of individuals and freight (e.g., multimodal freight- and people-movement capacity) rather than the quantity of vehicles (e.g., volume-to-capacity ratio of a roadway).
- **Strategy MO.2.1.2:** Implement metrics to ensure multimodal improvements that benefit more than just vehicle movement are identified in development review and traffic impact assessment processes.
- **Strategy MO.2.1.3:** Consider the costs and benefits of mode investment choices when making major funding decisions by using cost effectiveness tools.
- **Strategy MO.2.1.4:** Evaluate the potential for latent and induced demand for projects that add motor vehicle capacity, such as through lanes. Use information in the overall assessment of project merits and scope, working to mitigate any increased demand with partners.

Objective MO.3

Create a transportation system that is fully accessible to people of all ages, abilities, races, ethnicities, and income levels regardless of geographic context.

Policy MO.3.1

Design and maintain a transportation system that allows people of all ages, abilities, and income levels to safely reach destinations (e.g., for employment, education, shopping, recreation, parks and natural areas, health care, and social opportunities) via active and low-carbon transportation modes of travel.

- **Strategy MO.3.1.1:** Prepare a State of Oregon Transition Plan consistent with Title II of the Americans with Disabilities Act to establish actions and funding priorities that provide transportation facilities which are accessible to all users.
- **Strategy MO.3.1.2:** Meet or exceed Americans with Disabilities Act standards. Design for universal access whenever feasible.
- **Strategy MO.3.1.3:** Develop and maintain pedestrian and off-street path networks, including addressing missing sidewalks, curb ramps, and accessible pedestrian signals on arterial crossings.
- **Strategy MO.3.1.4:** Document, plan for, and identify opportunities to address maintenance needs specific to people walking, rolling, and biking so that multimodal connections remain usable.

Policy MO.3.2

Create a robust transportation system that allows people to choose between many reliable and accessible transportation options instead of needing to rely on a single option.

- **Strategy MO.3.2.1:** Provide safe and reliable access to transit throughout the day, not just during peak travel times.
- **Strategy MO.3.2.2:** Provide safe, easy, and comfortable connections between transportation providers, both public and private.
- **Strategy MO.3.2.3:** Create programs that help to increase the use of walking, rolling, biking, and transit to spread demand across the system.

Objective MO.4

Maintain or improve travel reliability for movement of goods and access to services.

Policy MO.4.1

Plan and develop an integrated transportation system that allows businesses to choose among affordable and reliable transportation options to connect goods and services with people and other businesses.

- **Strategy MO.4.1.1:** Establish freight networks and facilities, user fees, and incentives so carriers and shippers are able to choose the safest, most reliable, and lowest-impact modes and achieve reliable deliveries in urban and rural areas, including by use of truck, rail, marine, and air freight options.
- **Strategy MO.4.1.2:** Make investments that enable safe movement and delivery of goods by improving appropriate access for freight vehicles, availability of truck parking, and driver amenities.

Policy MO.4.2

Advance transportation solutions that improve reliable movement along intercity corridors (e.g., intelligent transportation systems (ITS), and bus and freight vehicle priority).

- **Strategy MO.4.2.1:** In urban areas, implement context-sensitive solutions such as shared transit- and freight-only lanes to help freight move through congested areas and support transport of goods to market. Implement curbside management strategies and timed access when warranted to minimize conflicts.
- **Strategy MO.4.2.2:** Enable freight to move by the least polluting means whenever possible by supporting transfer and transloading facilities when appropriate, the use of rail facilities, and links to marine freight travel.
- **Strategy MO.4.2.3:** Reserve space within existing rights of way for future high-capacity intra-city and intercity transit per locally and regionally adopted plans.

Policy MO.4.3

Systematically address barriers to efficient freight movement on roads and highways and at intermodal connections.

- **Strategy MO.4.3.1:** Identify major impediments to moving people and goods and identify solutions that support improved freight travel times and reliability, while minimizing the potential for increased passenger VMT.
- **Strategy MO.4.3.2:** Address freight barriers through innovative solutions that result in safe access for people and freight.
- **Strategy MO.4.3.3:** Coordinate convenient and reliable intermodal connections and interoperability among carriers so goods can easily move between modes and places.

Objective MO.5

Tailor transportation solutions to the local context, allowing for different solutions to achieve OTP goals in rural, suburban, and urban communities.

Policy MO.5.1

Apply a context- and performance-based approach to planning and designing roadways to integrate flexibility, enhance intermodal connections, and improve user experience and safety.

- **Strategy MO.5.1.1:** Establish transportation design standards appropriate for the following planned land use contexts:
    - Traditional Downtown/Central Business District
    - Urban Mix
    - Commercial Corridor
    - Residential Corridor
    - Suburban Fringe
    - Rural Community
    - Rural

- **Strategy MO.5.1.2:** Apply roadway design elements appropriate to the planned land use context, with dimensional standards addressing the pedestrian and transition realms (including bicycle lanes, shoulders, and on-street parking).
- **Strategy MO.5.1.3:** Preserve the multimodal people- and freight-moving capacity of transportation corridors while making enhancements and accommodations that, above all else, prevent fatalities and serious injuries.
- **Strategy MO.5.1.4:** Invest in off-street walking and biking regional paths to enable more safe, comfortable, and direct connections between destinations.

Policy MO.5.2

Plan for and implement transportation investments that are consistent with and supportive of local, regional, Tribal, and state transportation and land use plans.

- **Strategy MO.5.2.1:** In urban areas, support compact development and climate-friendly areas to ensure safe, affordable, reliable, and equitable access to destinations including jobs, education, healthy food, services, health care, and recreation.
- **Strategy MO.5.2.2:** Consider planned land use context, modal function, roadway classification, and anticipated users to determine modal priorities and anticipated users on a project-by-project basis.
- **Strategy MO.5.2.3:** Determine roadway design by responding to the planned land use context to better understand the anticipated users and identify appropriate consideration for each of them. The figure on page 51 shows the relative need of each user type to influence planning and design decisions in the different land use contexts.
- **Strategy MO.5.2.4:** Use special districts and appropriate design guidelines to support local goals and to ensure that travel for people walking, rolling, and biking is safe and encouraged within cities and towns.
- **Strategy MO.5.2.5:** Use modal classifications and appropriate design guidelines to enable long-distance and freight trips in support of state and regional goals.

Land Use Context
Relative Need for a Road User Type to Influence Planning and Design Decisions for Each Context
Motorist
Freight Movement
Transit Rider
Person Biking
Person Walking or Rolling
Traditional Downtown/Commercial Business District
Low
Low
High
High
High
Urban Mix
Medium
Low
High
High
High
Commercial Corridor
High
High
High
Medium
Medium
Residential Corridor
Medium
Medium
Low
Medium
Medium
Suburban Fringe
High
High
Varies
Low
Low
Rural Community
Medium
Medium
Varies
High
High
Rural
High
High
Low
Medium
Low

Objective MO.6

Integrate emerging transportation technologies into transportation services and facilities.

Policy MO.6.1

Advance ITS and related technologies to improve safety and reliability and manage congestion in all areas of the state.

Policy MO.6.2

Leverage shared mobility services and technology solutions to affect mode choice and travel behavior.

- **Strategy MO.6.2.1**: Promote shared electric mobility services (e.g., electric vehicle, carshare, and e-bikeshare).
- **Strategy MO.6.2.2**: Assess, plan for, enable, incentivize, and support the transition of vehicles to electric or other low- or zero-emission options across all modes so that every mile traveled is clean.
- **Strategy MO.6.2.3**: Provide traveler information and support software that enables people to understand and explore multimodal travel options, including sharing rides through tools such as Get There Oregon.
- **Strategy MO.6.2.4:** Foster development of mobility hubs, which are strategically co-located spots that enable people to access multiple integrated travel options (including transit, micromobility, and shared travel modes).
- **Strategy MO.6.2.5:** Maximize deployment of shared use vehicles as an alternative to personal car ownership and in ways designed to reduce per capita VMT.

6.4 Stewardship of Public Resources

Goals *(What/Who)*

Guided by open, data-driven decision-making processes, secure sufficient and reliable revenue for transportation funding and invest public resources to achieve a resilient and sustainable multimodal transportation system.

Objectives *(How)*

- **SP.1:** Create sufficient, reliable, and sustainable revenue for transportation funding to meet the goals of the Plan.
- **SP.2:** Strategically align program, capital, and operational investments with OTP goals.
- **SP.3:** Collaborate and plan across and between agencies and service providers.
- **SP.4:** Manage and deliver projects and programs with an approach that is adaptive and effective.
- **SP.5:** Conduct decision making and public involvement in a transparent and open manner.
- **SP.6:** Increase the resiliency of the transportation system to better withstand and recover from the anticipated impacts of climate change, extreme weather, seismic and other natural disasters, and adapt to changing needs.

THE BIG IDEAS

- Secure sustainable and reliable funding.
- Align investments and disaster recovery with OTP goals.
- Deliver results.
- Collaborate and break down silos.
- Emphasize open, data-driven decision making.
- Leverage limited public resources through partnerships.
- Prepare for the effects of a warming climate.
- Plan for resiliency to recover from disasters and disruption.

Objective SP.1

Create sufficient, reliable, and sustainable revenue for transportation funding to meet the goals of the Plan.

Policy SP.1.1

Develop a reliable funding structure that addresses transportation needs and closes funding shortfalls for all modes of the transportation system by regularly updating and adjusting funding sources and strategies to respond to inflation, need, future trends, and technological and societal change.

- **Strategy SP.1.1.1:** Index transportation fees and administrative costs for inflation.
- **Strategy SP.1.1.2:** Regularly reevaluate all transportation fees based on performance measures for sufficiency of system and services.

Policy SP.1.2

Pursue road user revenue streams that help to cover costs and are sustainable, resilient, and reliable in supporting the multimodal transportation system.

- **Strategy SP.1.2.1:** Establish a set of road user fees that represents a fair, transparent, user-based roadway pricing system and encourages efficient use of the system by reflecting both drivers' use and the cost they impose on the transportation system. The set of fees should include, but is not limited to, the following components:
  - **Road usage charges** will charge people driving vehicles for each mile driven, ensuring all vehicle users pay for their actual use of the roads, regardless of whether they pay fuels tax.
  - **Weight-based charges** ensure that people driving medium and heavy vehicles pay their fair share for their disproportionate wear and tear on the transportation system.
  - **Tolls** should be implemented to charge users for their use of specific infrastructure to manage congestion and to pay for projects, particularly those that are high cost and include elements that improve the roadway consistent with the State's Tolling Policy.

- **Congestion charges** will charge people higher prices for highly used portions of the system at peak times to pay for projects, reduce travel and congestion, and incentivize use of other modes or travel at less congested times when prices would be lower. Implement congestion charges in a manner that does not disproportionally burden people experiencing low income.
- **Carbon charges** will charge people for emitting carbon and other pollution.

Policy SP.1.3

Pursue new and expand current revenue resources to create an integrated multimodal transportation system.

- **Strategy SP.1.3.1:** Increase rates and fees to more fully cover costs of building, maintaining, and managing the transportation system, including transit and other non-roadway modal investments and operating costs.
- **Strategy SP.1.3.2:** Ensure administrative costs are fully covered by revenue-generating programs.
- **Strategy SP.1.3.3:** Work with the Oregon Legislature to expand revenue options and flexibility for multimodal transportation systems and services, creating a larger and more diverse portfolio of revenue.
- **Strategy SP.1.3.4:** Create a statewide task force to develop new, creative, and equitable transportation revenue to close the gap between available revenue and future needs, and to provide the predictability Oregon needs to make long-term investments for all modes, systems, and services.
- **Strategy SP.1.3.5:** Provide local governments additional options to generate revenue for local system improvements.
- **Strategy SP.1.3.6:** Retain, simplify, and increase existing revenue-generating programs from driver and motor vehicle fees and motor carrier taxes and fees while developing new ones.

- **Strategy SP.1.3.7:** Develop partnerships that monetize or otherwise leverage transportation assets such as mobility data and public right of way to generate revenue, services, and other benefits. This can include partnerships that use right of way for broadband deployment, energy production, and environmental services.
- **Strategy SP.1.3.8:** Build upon private sector, national or regional government programs, and academic institutions as project partners to explore new and innovative financing mechanisms, especially for efforts that harness new technology or address a pressing societal change.
- **Strategy SP.1.3.9:** Develop and promote value capture strategies (e.g., tax increment financing, special assessments, and joint development) to recoup the value added by public investments in the transportation system.
- **Strategy SP.1.3.10:** Identify revenue sources to support public transportation options, decarbonize the transportation system, and create an integrated multimodal system.
- **Strategy SP.1.3.11:** Structure revenue-generating programs to be consistent with the goals of the Plan by increasing or decreasing rates, or providing subsidies that support equity, access, climate, or other outcomes.

Policy SP.1.4

Be intentional and inclusive when engaging communities in revenue-generating programs to gain better outcomes, public acceptance, and understanding, and to advance equity priorities.

- **Strategy SP.1.4.1:** Prioritize fair and equitable payment by, and/or other mitigations for, low- and middle-income Oregonians and those who do not have any feasible alternatives to multimodal travel options — whether at the state, local, or regional level.
- **Strategy SP.1.4.2:** Consider the impacts of roadway pricing on freight and delivery vehicles when developing a user-based roadway pricing program. Increasing the cost of goods movement can increase costs for consumers, and truck freight carriers typically do not have feasible alternatives.

- **Strategy SP.1.4.3:** Ensure user-based pricing programs consider the impacts on rural communities throughout the state, who typically travel longer distances and have limited access to non-auto transportation options.
- **Strategy SP.1.4.4:** Develop a user-based system accompanied with a comprehensive customer service program to understand customer needs, improve customer awareness, and provide efficient and reliable information to the public.
- **Strategy SP.1.4.5:** Include statutory protections and user choices in any road user fee system to address privacy and data security concerns and ensure the system does not expose personal information.
- **Strategy SP.1.4.6:** Provide ongoing public information and education about transportation needs and funding alternatives. Enhance public understanding about the benefits of transportation investments and the adverse consequences disinvestment has on the economy, livability, congestion, and overall attractiveness of the state.

Objective SP.2

Strategically align program, capital, and operational investments with OTP goals.

Policy SP.2.1

Support the movement of goods and people through strategic investment of limited resources that benefit the distribution of travelers and equitable access, and support transportation options that meet the needs of the users of the transportation system.

- **Strategy SP.2.1.1:** Develop transportation plans and investments to focus on the most cost-effective, resilient, equitable, and carbon-responsible modes and solutions over the long term. Utilize the following considerations when setting priorities and making decisions to balance how needs are addressed across all tiers, emphasizing the top needs on down:[1]
  - **Top tier:**
    - Address fatalities and serious injuries.
    - Maintain and preserve critical assets, key corridors, and critical lifeline routes.
    - Add critical bikeway and walkway connections in "high need locations" (e.g., transportation-disadvantaged areas and surrounding schools, shopping, employment centers, medical services, connections to transit, and downtowns).
    - Preserve current public transportation service levels and maintain a state of good repair for vehicles and facilities.
  - **Second tier:**
    - Address contributing factors and reduce the severity of crashes and safety incidents.
    - Maintain the broader transportation system and assets.
    - Complete the active transportation network.

1. The tiers are designed to recognize that, for example, not all safety needs can be met at the same time and emphasis should be placed on addressing fatalities and serious injuries. This does not preclude investments or projects that focus on other safety issues (second tier) or comfort features (third tier) that will still be needed based on individual project context and needs. The tiers help to signal the areas to emphasize most, but not at the exclusion of investments in lower-level tiers.

  - Improve the efficiency, frequency, and reliability of public transportation services.
  - Improve the efficiency and capacity of existing transportation infrastructure and facilities through operational improvements, exclusive of adding new through lanes, for the movement of people and goods.
- **Third tier:**
  - Increase users' sense of safety and comfort.
  - Expand public transportation services and fleet.
  - Add new facilities, identified and prioritized at the regional level, that are consistent with the policies of this Plan.

- **Strategy SP.2.1.2:** Regularly assess transportation assets that are underperforming (relative to cost of operations) to identify facilities and services that could be disinvested in, or have ownership transferred, as a way to reduce maintenance costs and focus investment funds in new ways, respectively.
- **Strategy SP.2.1.3:** Implement a funding allocation framework and project prioritization process that evaluates the impact of investments on climate, equity, and safety and results in total spending that helps meet OTP performance targets.

Policy SP.2.2

Maximize the useful life and minimize the life-cycle cost of transportation assets — including roads, bridges, tunnels, signals, sidewalks, fleet vehicles, and transit vehicles and facilities.

- **Strategy SP.2.2.1:** Responsibly manage and maintain transportation assets to keep the transportation networks safe and reliable over the long term, including in periods of disruption.
- **Strategy SP.2.2.2:** Design, construct, and/or repair facilities so that system vulnerabilities are reduced and life-cycle costs are managed.

- **Strategy SP.2.2.3:** Incorporate asset management principles into planning, investment, capital construction, maintenance, and operations decisions.
- **Strategy SP.2.2.4:** Adopt redundant, secure, and open-source technology (e.g., electric vehicle charging stations) to avoid the technology becoming obsolete long-term.

Objective SP.3

Collaborate and plan across and between agencies and service providers.

Policy SP.3.1

Collaborate with Tribal governments, federal and state agencies, regional and local governments, and private entities to remove barriers to transportation system performance and facilitate seamless multimodal travel across jurisdictional boundaries.

- **Strategy SP.3.1.1:** Collaborate with agencies (beyond the traditional transportation agencies) that are involved in and affected by transportation, such as Oregon's nine federally recognized Tribes, Veterans Affairs, and school districts.
- **Strategy SP.3.1.2:** Coordinate across agencies to align Tribal, federal, state, regional, and local transportation goals and priorities.

Policy SP.3.2

Establish partnerships among transportation service providers and private entities to improve transportation facilities and service delivery.

- **Strategy SP.3.2.1:** Foster public-private partnerships to support development of vehicle charging and fueling infrastructure for electric and other zero-emission fuels, shared micromobility programs, and statewide broadband access.
- **Strategy SP.3.2.2:** Plan to manage risks to public investments associated with turnover in the transportation technology sector.

Policy SP.3.3

Break down silos among transportation, housing, economic development, public health, and other public-focused fields.

- **Strategy SP.3.3.1:** Coordinate across state agencies (including the Department of Land Conservation and Development (DLCD), DEQ, Oregon Health Authority, and others), and with local and regional agencies, to leverage shared investments to achieve the state's goals.
- **Strategy SP.3.3.2:** Collaborate among governmental agencies and private partners to maintain public access to, and safety on, transportation facilities while supporting the dignity and safety of houseless people when relocation is necessary.

Objective SP.4

Manage and deliver projects and programs with an approach that is adaptive and effective.

Policy SP.4.1

Develop, train, and retain the skilled transportation workforce required to meet the long-term needs and challenges facing transportation.

- **Strategy SP.4.1.1:** Build a diverse workforce that mirrors the diversity of the people served by Oregon's transportation system.
- **Strategy SP.4.1.2:** Support the diverse workforce with equitable operations and policies, and establish an informed culture that delivers authentic inclusivity.
- **Strategy SP.4.1.3:** Support training, apprenticeship, technical skills development, and career growth opportunities to develop and retain a skilled workforce.

Policy SP.4.2

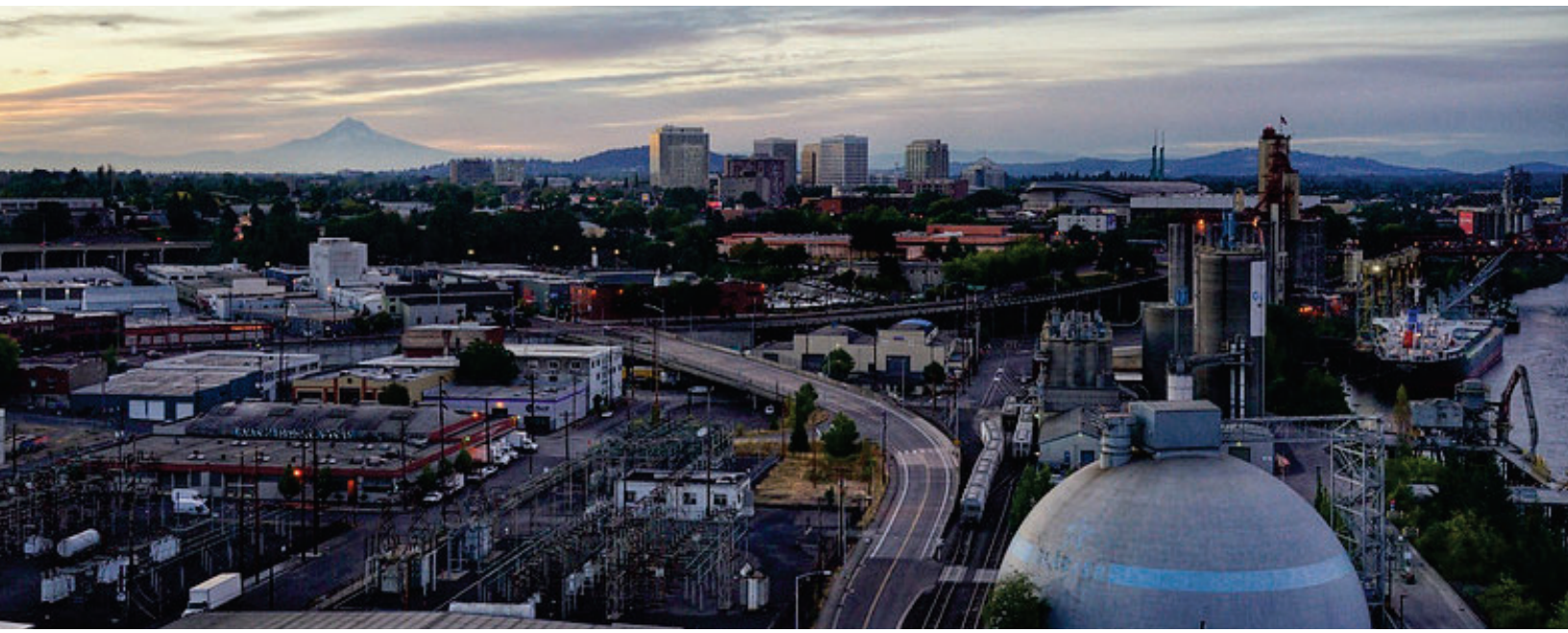
Apply a practical design engineering approach to transportation problems to address community needs and ensure system reliability and resiliency.

- **Strategy SP.4.2.1:** Apply adopted roadway design standards in a way that acknowledges the unique characteristics of each situation.
- **Strategy SP.4.2.2:** Encourage incremental, flexible, and sustainable investment decisions by focusing on identified performance needs and engaging partners.
- **Strategy SP.4.2.3:** Determine needs and develop investment strategies to manage system assets to appropriate service levels.

Policy SP.4.3

Support the ongoing transactions and customer services that impact the ability of people and businesses to travel or do work on the transportation system, including issuance of licenses, registrations, and permits, as well as maintenance services.

- **Strategy SP.4.3.1:** Align provision of transportation customer service functions with funding and resource constraints, prioritizing access and support for the greatest number of users and in critical locations.
- **Strategy SP.4.3.2:** Communicate with the public on anticipated transportation service levels to help set customer expectations and experiences.



Objective SP.5

Conduct decision making and public involvement in a transparent and open manner.

Policy SP.5.1

Make decisions through transparent processes that are inclusive, engaging, and supported by data and analysis.

- **Strategy SP.5.1.1:** Promote open data policies that enhance transparency and public trust.
- **Strategy SP.5.1.2:** Use both demographic analysis and partner input to aid decision making.
- **Strategy SP.5.1.3:** Systematically collect up-to-date transportation data that can be reasonably and appropriately acquired and managed for data-driven evaluation of programs and investments and support decision making.
- **Strategy SP.5.1.4:** Provide data and project information to partners and the public in a usable and easily accessible way.

Policy SP.5.2

Define an open decision-making process based on accountability, transparency, and communication, and make clear how public input influences decision making.

- **Strategy SP.5.2.1:** For each decision-making process, define the appropriate level of public involvement (e.g., inform, consult, involve, collaborate, or empower).
- **Strategy SP.5.2.2:** Build capacity for public engagement within communities by building relationships with and investing in community-based organizations.
- **Strategy SP.5.2.3:** Offer compensation to participants in public engagement processes to add the perspectives and voices of those who are otherwise unable to participate.

Objective SP.6

Increase the resiliency of the transportation system to better withstand and recover from the anticipated impacts of climate change, extreme weather, seismic and other natural disasters, and adapt to changing needs.

Policy SP.6.1

Leverage transportation investments to support community health and increase community resilience to chronic climate change impacts.

- **Strategy SP.6.1.1:** Reinforce community cohesion and the resulting ability to respond to and recover from challenges to their transportation system.
- **Strategy SP.6.1.2:** Mitigate the transportation system's role in the social, economic, public health, and other adverse effects of climate change on people throughout the state, particularly for systemically excluded or underserved populations who are likely to face the worst effects of climate change. For example, seek to reduce exposure of people traveling by walking, rolling, biking, or taking transit to heat-related illness, and prioritize investment in lifeline routes that intersect with systemically excluded or underserved populations.
- **Strategy SP.6.1.3:** Identify opportunities to address the public health hazards of social isolation and poor air quality.

Policy SP.6.2

Identify modal and multimodal lifeline routes to facilitate evacuation and recovery during and after a disaster, as well as to proactively prepare routes as best as possible to reduce possible hazards from an event before it occurs.

- **Strategy SP.6.2.1:** Map and assess multi-hazard threats to the transportation system, including extreme precipitation, sea level rise, wildfires, extreme heat, and seismic events.

- **Strategy SP.6.2.2:** Identify route redundancies and detour options across the state and in local transportation systems.
- **Strategy SP.6.2.3:** Implement the Climate Adaptation and Resilience Roadmap and results from the Seismic Lifeline Study to enhance transportation system resilience. The Climate Adaptation and Resilience Roadmap, accepted by the OTC in January 2023, is incorporated herein by reference and also serves as the Department's Resilience Improvement Plan (as defined in Section 11405 of the Federal Infrastructure Investment and Jobs Act [2021]).
- **Strategy SP.6.2.4:** Ensure sufficient alternative fuel station resilience, supply, and density to support emergency evacuation scenarios and routes.

Policy SP.6.3

Incorporate pre-disaster mitigation to improve the resilience of Oregon's transportation system, prepare for long-term recovery and reconstruction efforts, mitigate future hazards, and adapt to changing climate conditions.

- **Strategy SP.6.3.1:** Seek federal authorization to use metropolitan planning organizations for disaster/resiliency planning at a regional level.
- **Strategy SP.6.3.2:** Ensure transportation provider operations and communications are prepared for future disruptions due to climate change, extreme weather, and seismic events.
- **Strategy SP.6.3.3:** Integrate natural lands, cultural resources, ecosystem protection, and nature-based strategies into resilience planning.
- **Strategy SP.6.3.4:** Incorporate statewide seismic risk assessments, resilience corridors, and climate hazard risk maps into project planning, prioritization, and implementation.

6.5 Safety

Goals *(What/Who)*

Enable safe travel for all people, regardless of their age, ability, race, income, or mode of transportation.

Objectives *(How)*

- **SA.1:** Implement a holistic, proactive approach to system safety that eliminates the occurrence of people being killed or seriously injured on the transportation system by anticipating human mistakes and recognizing the vulnerability of people on the road.
- **SA.2:** Provide transportation systems and facilities that are safe and secure for people to use, maintain, and operate.
- **SA.3:** Leverage data and technology to document and eliminate fatal and serious injury crashes.

THE BIG IDEAS

- All decisions place a high priority on the safety of people and saving lives.
- Safety measures achieve equitable outcomes.
- All people feel the same level of safety, security, and belonging on Oregon's transportation system.
- Technology and data are leveraged to identify and prioritize safety needs, and enhance roadway safety.

Objective SA.1

Implement a holistic, proactive approach to system safety that eliminates the occurrence of people being killed or seriously injured on the transportation system by anticipating human mistakes and recognizing the vulnerability of people on the road.

Policy SA.1.1

Identify safety solutions that eliminate fatalities and serious injuries while curbing vehicle emissions and leading to equitable outcomes.

- **Strategy SA.1.1.1:** Give primacy to safety solutions that address fatalities and serious injuries while:
  - Not increasing vehicle emissions, except when no other safety countermeasure is determined to be effective.
  - Identifying safety solutions that maintain access for all modes when possible.
- **Strategy SA.1.1.2:** Implement safety solutions and prioritize investments that eliminate fatalities and serious injuries across Oregon, recognizing the disproportionate risk faced by systemically excluded or underserved populations, as well as those who walk, roll, or bike.

Policy SA.1.2

Plan, design, construct, operate, and maintain the transportation system to reduce speed differentials on roadways; provide context-appropriate physical and temporal separation between different modes of travel.

- **Strategy SA.1.2.1:** Reduce the potential severity of crashes in the event of user error by applying proven countermeasures, including lighting, physical separation, staggered signal phasing, and context-specific speed management techniques.

- **Strategy SA.1.2.2:** Implement safety programs that address impacts related to disruptions (e.g., construction, maintenance, and utility work). Programs include addressing worker safety in work zones; providing safe pedestrian, bike, and motor vehicle detours; and freight access routes.
- **Strategy SA.1.2.3:** Maintain signal and signage systems so those elements continue to be effective in reducing crash severity.

Policy SA.1.3

Develop and implement safety education, enforcement, and emergency service programs, policies, and projects, with a primary goal of eliminating the occurrence of people being killed or seriously injured.

- **Strategy SA.1.3.1:** Develop programs that promote safe driver behavior throughout people's lives.
- **Strategy SA.1.3.2:** Adopt safety messaging across all agencies to reflect human fragility and the principles of a Safe System approach so that transportation safety is integrated into everyday decision making for the public (individual drivers, passengers, and people walking, rolling, and biking).
- **Strategy SA.1.3.3:** Support training for first responders so they are able to respond to transportation-related crashes and other medical emergencies fully equipped and in a timely manner.
- **Strategy SA.1.3.4:** Implement equitable and evidence-based enforcement of rules and laws (e.g., traffic laws, truck weight restrictions, and railroad laws) intended to eliminate the occurrence of people being killed or seriously injured while using the transportation system.
- **Strategy SA.1.3.5:** Recognize that inherent bias exists in the enforcement process and contributes to additional risk to BIPOC and Tribal individuals. Support training programs to mitigate bias.
- **Strategy SA.1.3.6:** Develop programs to help people transition as travelers through all phases of life safely. For example, the transition from being an able-bodied driver to a transit-dependent rider.

Objective SA.2

Provide transportation systems and facilities that are safe and secure for people to use, maintain, and operate.

Policy SA.2.1

Minimize risk of personal harm to people using outdoor transportation facilities in the public realm (e.g., off-street trails; mobility hubs; park-and-rides; transit centers, stops, and stations; rest areas; charging stations; and bike parking) and to vulnerable people by providing personal security measures (e.g., lighting, sanitation, cameras, and emergency call boxes).

- **Strategy SA.2.1.1:** Develop best practices that improve security for bikes, e-scooters, and e-bikes parked or charged in the public realm.
- **Strategy SA.2.1.2:** Ensure trail safety by encouraging trail use and keeping trails well maintained and designed for good visibility.

Policy SA.2.2

Develop and implement strategies to make public transportation safe and free of violence. This includes the ability to ride transit without having to worry about one's physical safety, and without being threatened or harassed.

- **Strategy SA.2.2.1:** Increase transit agency presence to help create a sense of community and safety on transit systems.
- **Strategy SA.2.2.2:** Evaluate the effects of enforcement responses to fare evasion, homelessness, and mental health crises.
- **Strategy SA.2.2.3:** Collect and share data on use of force within the transit system, with the intent of ensuring that best efforts are being made to reduce the need for such incidents, and ensure systemic biases are not negatively impacting certain riders.

Objective SA.3

Leverage data and technology to document and reduce fatal and serious injury crashes.

Policy SA.3.1

Make strategic investments in analytics and data science capacity to support safety improvements for transportation-vulnerable people (paying particular attention to systemically excluded or underserved populations), improve overall safety outcomes, and enhance reporting processes.

- **Strategy SA.3.1.1:** Use data to proactively identify high-risk locations, situations, and conflict points so agencies can implement safety measures before people get hurt.
- **Strategy SA.3.1.2:** Develop and maintain state-of-the-practice safety equity metrics.
- **Strategy SA.3.1.3:** Collect, share, and use crash data to understand and reduce the risks and demonstrate the benefits of low-carbon modes of travel.
- **Strategy SA.3.1.4:** Develop a process to ensure more accurate and thorough reporting of crashes and injuries involving people walking, rolling, and biking.

Policy SA.3.2

Explore opportunities to deploy and promote emerging technologies that support safety of all people traveling.

- **Strategy SA.3.2.1:** Develop best practices to address technical innovations in emergency management in a scalable way.

Policy SA.3.3

Support integration and linkage of data sources across multiple domains, programs, and data systems hosting safety-relevant data.

- **Strategy SA.3.3.1:** Source and provide technical support to ensure cybersecurity and data privacy throughout the system.

Policy SA.3.4

Support a managed approach to the adoption and safe use of connected and automated vehicles.

- **Strategy SA.3.4.1:** Develop operational plans that reduce the risk of people making mistakes by supporting deployment of vehicle-to-infrastructure technologies with compatible communications and system platforms used for vehicle-to-vehicle communications.
- **Strategy SA.3.4.2:** Regulate automated vehicles (automated driving functions) by requiring special driver license endorsements or certifications to increase their safe operation.
- **Strategy SA.3.4.3:** Seek and secure public-private partnerships that enable sharing of proprietary, anonymized, real-time operations and travel behavior data to inform investments that will improve connected/automated driving safety.
- **Strategy SA.3.4.4:** Ensure automated vehicle behavior and supporting infrastructure makes streets safer, and feel safer, for people walking and rolling, and other vulnerable road users.

6.6 Sustainability and Climate Action

Goals *(What/Who)*

Minimize transportation's negative role in climate change by reducing GHG emissions for all sectors of transportation, while also reducing air toxics, noise and light pollution, water toxics, and habitat loss.

Objectives *(How)*

- **SC.1:** Achieve state goals for reducing GHG emissions.
- **SC.2:** Preserve and improve the quality of Oregon's water, air, and natural ecosystems.

THE BIG IDEAS

- Achieve statewide GHG emissions reduction targets.
- Reduce per capita VMT for passenger vehicles.
- Transition to cleaner vehicles and fuels.
- Increase energy efficiency.
- Protect the natural and cultural environment.

Objective SC.1

Achieve state goals for reducing GHG emissions.

Policy SC.1.1

Implement the Oregon Statewide Transportation Strategy (STS) to realize statewide GHG emissions reduction targets.

- **Strategy SC.1.1.1:** Close the gap in existing plans, trends, policies, and investments to achieve the STS vision, working across federally recognized Tribes, state agencies, local jurisdictions, and the private sector to:
  - Transition to low- and no-emission vehicles and fuels, with a focus on transportation electrification for all types of passenger and other light vehicles, and alternative fuels for public transportation buses, freight trucks, rail, and air.
  - Expand availability and use of low- and no-emission transportation options such as walking, rolling, biking, and public transportation, and implement transportation demand management strategies such as employer programs, teleworking, and carpooling.
  - Price the transportation system to manage demand across modes, supporting greater use of no-emission travel choices and providing sustainable funding to support needed investments aligned with the STS.
  - Improve systems operations and performance to reduce stops-and-starts and idling, while limiting road expansion.
  - Use land more efficiently by controlling urban growth and creating more compact and mixed-use development, such as climate-friendly areas that support jobs and amenities closer to residences which therefore enable shorter trips that can be made by walking, rolling, biking, or public transportation.

- **Strategy SC.1.1.2:** Work toward zero emissions from the freight sector by reducing idling, transitioning to low- and no-emission fuels, enhancing the availability and efficiency of lower-carbon freight modes, and locating distribution centers near interstates and highways to enable local medium-duty electric vehicle delivery of goods.
- **Strategy SC.1.1.3:** Develop systems to continuously monitor and regularly report on STS progress, and update and adjust STS strategies and trajectories to mirror the pace of change in new technologies, scientific findings, and data availability.

Policy SC.1.2

Enable broad electrification of the transportation system.

- **Strategy SC.1.2.1:** Support transportation electrification of all modes, including micromobility (electric bikes and scooters), light vehicles (cars and trucks), medium- and heavy-duty vehicles (delivery and commercial freight trucks, and school and transit buses), and rail, including all electric and hydrogen technology.
- **Strategy SC.1.2.2:** Identify charging and refueling infrastructure needs to meet state goals and Advanced Clean Car regulations, and develop deployment strategies.
- **Strategy SC.1.2.3:** Designate and build out an alternative fuel corridor of electric vehicle charging stations comprising a backbone north-south and east-west network across major routes in Oregon.
- **Strategy SC.1.2.4:** Ensure equitable access to charging infrastructure with focused investments in rural areas, adjacent to multi-unit dwellings, enabling on-street access, and in communities of systemically excluded or underserved populations.
- **Strategy SC.1.2.5**: Partner with federally recognized Tribes, state agencies, local governments, utilities, electric vehicle service providers, and the private sector on the planning, development, and maintenance of charging stations across Oregon.

Policy SC.1.3

Support transition to low-carbon fuels for fleets and sectors that are slower to or cannot yet electrify.

- **Strategy SC.1.3.1:** Develop a finance and implementation plan to create an interstate network of alternative fuel stations through cross-agency coordination and collaboration at the interstate, state, regional, and local levels.
- **Strategy SC.1.3.2:** Make alternative fuel infrastructure investments in areas without access to alternative fuels, beginning with systemically excluded or underserved populations.
- **Strategy SC.1.3.3:** Partner with the freight sector to determine likely alternative fuel paths (e.g., electric or hydrogen) and develop refueling infrastructure accordingly and in support of achieving state Clean Truck regulations.
- **Strategy SC.1.3.4:** Rapidly transition public transportation fleets to electric sources or other low-emission fuels.
- **Strategy SC.1.3.5:** Reduce the emissions related to intercity travel and interstate trips by supporting passenger rail operations and advancements in low-emission air travel.

Policy SC.1.4

Meaningfully incorporate GHG emissions reduction in transportation decision making on a regular basis.

- **Strategy SC.1.4.1:** Update project cost-benefit analysis methodologies to apply innovative and consistent tools for evaluating life-cycle costs; the social cost of carbon (an estimate of the economic costs, or damages, of emitting one additional ton of carbon dioxide into the atmosphere); embodied carbon and climate change impacts and benefits; cost of maintenance, including damage and repair due to expected natural disasters; anticipated future conditions in a warming world (e.g., consider future anticipated precipitation, not just historical trends); and benefits to the public when less maintenance and repair is required.

- **Strategy SC.1.4.2:** Reduce emissions in the provision and operations of transportation services including lighting, energy use, buildings, and fleet vehicles.
- **Strategy SC.1.4.3:** Transition to low-carbon materials and fuels in project construction and maintenance.
- **Strategy SC.1.4.4:** Evaluate the impacts of climate change on BIPOC communities, federally recognized Tribes, people experiencing low income, and rural environments in programmatic and project-level decisions.

Policy SC.1.5

Develop and implement a long-range plan for increasing energy efficiency and moving toward a diversified and decarbonized energy supply in collaboration with federal, state, regional, and local jurisdictions and agencies, as well as transportation providers, shippers, and the general public.

- **Strategy SC.1.5.1:** Identify and implement opportunities for businesses to use transportation modes that are energy efficient.
- **Strategy SC.1.5.2:** Identify and implement energy-efficient construction and maintenance practices.

Objective SC.2

Preserve and improve the quality of Oregon's water, air, and natural ecosystems.

Policy SC.2.1

Require siting, design, and development of new and reconstructed transportation infrastructure to reduce the impact on environmentally and culturally sensitive areas; enhance and avoid the degradation of the natural and cultural environment; and protect water, air, and wildlife.

- **Strategy SC.2.1.1:** Plant trees and vegetation in public rights of way, applying practical solutions and context-sensitive strategies that effectively integrate climate goals while ensuring that plantings maintain the visibility and safety of transportation system users and are appropriate for the environment and future hazard risks (e.g., are drought resistant or do not increase wildfire danger).
- **Strategy SC.2.1.2:** Reduce the consumption of nonrenewable materials in the construction and maintenance of transportation infrastructure and facilities.
- **Strategy SC.2.1.3:** Identify and implement water- and energy-efficient construction and maintenance practices.
- **Strategy SC.2.1.4:** Minimize and mitigate harms to sensitive fish and wildlife species, for example, by providing space for terrestrial animal movement along habitat corridors.
- **Strategy SC.2.1.5:** Consider the environmental impacts of transportation infrastructure, including lighting, and work to minimize negative effects for animals and humans.
- **Strategy SC.2.1.6:** Work with federally recognized Tribes, indigenous peoples, and other partners to find ways to minimize and mitigate harms to important cultural resources.

Policy SC.2.2

Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources.

- **Strategy SC.2.2.1:** Create transportation systems that are compatible with native habitats and species, support wildlife corridors, and help restore ecological processes.
- **Strategy SC.2.2.2:** Where adverse impacts cannot reasonably be avoided, minimize or mitigate their effects on the environment.
- **Strategy SC.2.2.3:** Create transportation systems which take into account and enhance cultural resources.

Policy SC.2.3

Minimize transportation contributions to local airshed quality, prioritizing the most affected low-income communities.

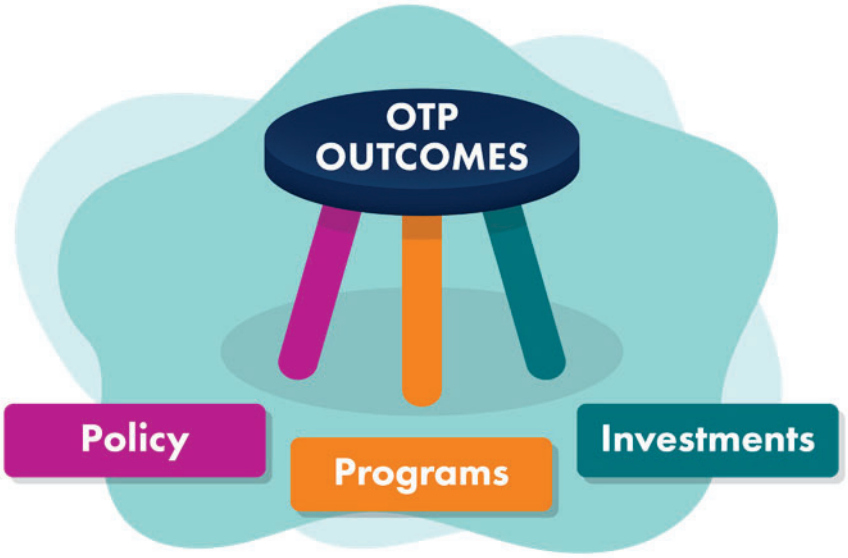
- **Strategy SC.2.3.1:** Ensure that the impacts of pollution are not disproportionately borne by systemically excluded or underserved populations.

7. Implementation and Investments

7 Implementation and Investment Strategies

7.1 Implementation and Investment Strategies Overview

The OTP is the highest-level policy document for transportation planning in the State of Oregon. Implementation of the Plan affects statewide, regional, and local plans and influences programs, investments, and ODOT as well as other agencies' management of the transportation system. The OTP outcomes are built on three primary means of implementation: policy, programs, and investments.



Oregonians must work together to develop and fund a transportation system that meets future challenges the state will face in the coming decades. The OTP Vision is for an equitable, climate-friendly, and safe transportation system that supports Oregon's communities, economy, and environment. The OTP lays out the framework for making the hard choices through the Vision, goals, objectives, policies, and strategies.

The OTP used exploratory scenario planning to better understand how effectively the investment packages address the desired policy outcomes described in Chapter 6. This Implementation and Investment Strategies Chapter summarizes roles and responsibilities; key coordination activities; transportation planning consistency actions; and investment and policy outcomes to implement the OTP.

7.2 Cross-Sector Coordination

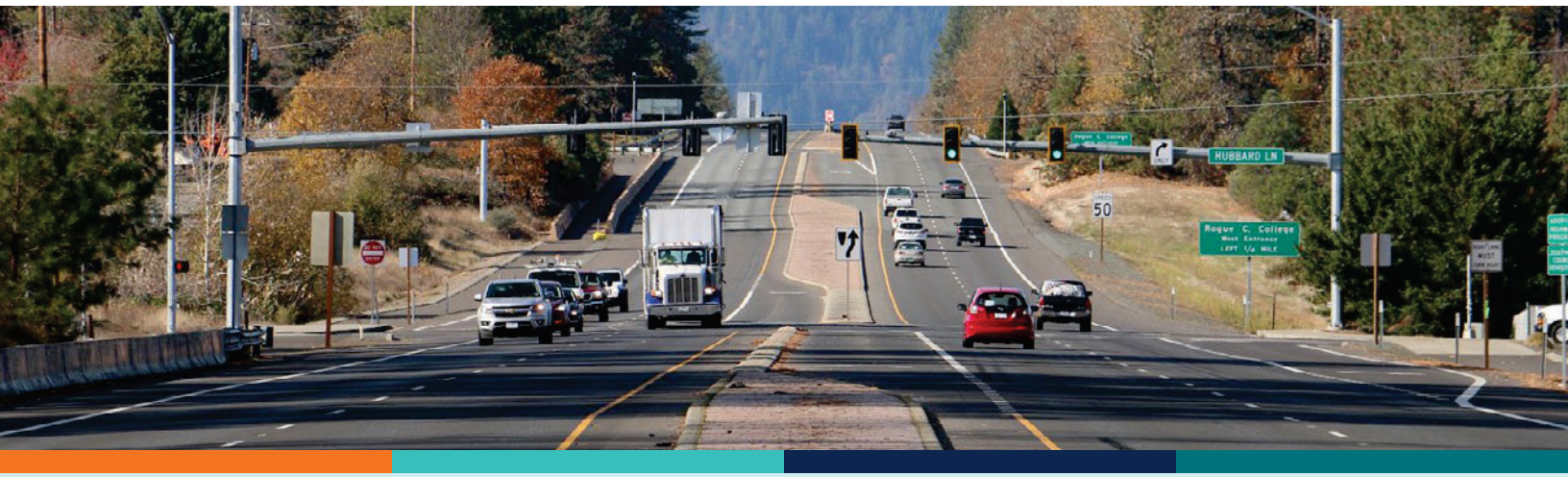
As the OTP addresses the interconnected transportation network across Oregon, it is critical for transportation agencies and other entities to coordinate to achieve the desired OTP outcomes. Below is a summary of key coordination opportunities across state and other agencies:

- **Land Use – Transportation Coordination** – The integration of land use and transportation is critical to achieving effective reductions in GHG emissions and increasing transportation options. Understanding the roles of DLCD, Oregon's metropolitan planning organizations, and county and city governments (charged with implementing statewide planning goals through comprehensive plans, zoning, and other regulations) is important in strengthening the inter-dependent relationship between land use planning and transportation investments. As DLCD works with Oregon cities and counties on land-use needs, DLCD and ODOT provide planning guidance and technical assistance to help local and regional entities prepare for their future. An increasingly diverse mixture of land uses and density fosters higher transit and active transportation use, reduces carbon emissions, and provides more equitable transportation system access for users of all income levels and abilities. Promoting affordable housing options near transit routes is an important component of providing an equitable transportation system. Similarly, Oregon businesses and industry require a reliable system to continue to provide education, job opportunities, and wealth creation across the state. Strengthening this transportation-land use connection will require significant coordination among the multiple state, regional, and local government agencies to promote strong ties between land use and transportation planning while encouraging collaboration between private developers and government agencies.

- **Energy – Transportation Coordination** – As transportation continues to innovate toward less energy- and emissions-intensive technologies, the source of energy to support transportation modes and infrastructure becomes more important. Finding sustainable energy sources will require regular coordination between the Oregon Department of Energy, Public Utility Commission, investor- and consumer-owned utilities, and ODOT to consider how to support zero-emission freight, transit, and personal vehicles. This coordination must also continue at the local and regional levels through cooperation among public utility providers, business organizations, and local governments. Opportunities will likely vary and depend on the extent to which climate-friendly energy sources are available across Oregon.

- **Resiliency and Climate – Transportation Coordination** – Passenger vehicle emissions are one of the major contributors to GHG globally. In addition to more sustainable land use and transportation planning and investment choices, meeting climate goals will require changes to transportation technologies and driving behavior. Coordination and collaboration is needed at all levels of government and with the private sector, collectively implementing the climate policies in this Plan. Personal and individual action is also needed, such as in making choices to drive less and buy cleaner or electric vehicles. Additionally, climate change and the need for better resiliency impact infrastructure investments, with added emphasis on emergency access to combat forest fires and maintain the movement of people and goods; and the increased frequency of landslides, major flooding events, culvert washouts, and bridge repairs. Partnerships among the Oregon Department of State Lands, Oregon Department of Forestry, DEQ, and ODOT will help address the impacts of climate change in a unified manner at the state level, but must also include regional disaster preparedness organizations, cities, counties, emergency service providers, and civic organizations to properly integrate the transportation system.

- **Economy and Tourism – Transportation Coordination** – Transportation infrastructure supports Oregon's business owners, employees, and customers across all modes. A thriving economy requires an intermodal connected system to serve diverse needs including the movement of freight, and commuter and customer access. Oregon's economy also relies on connecting visitors to the state's many attractions. Regular coordination between Travel Oregon, Business Oregon, and ODOT will maximize economic potential and wealth creation while providing a positive experience for visitors. This coordination should also include shipper and carrier companies, major businesses, and recreational organizations that depend on the transportation system.



7.3 Coordinated Statewide Transportation Planning

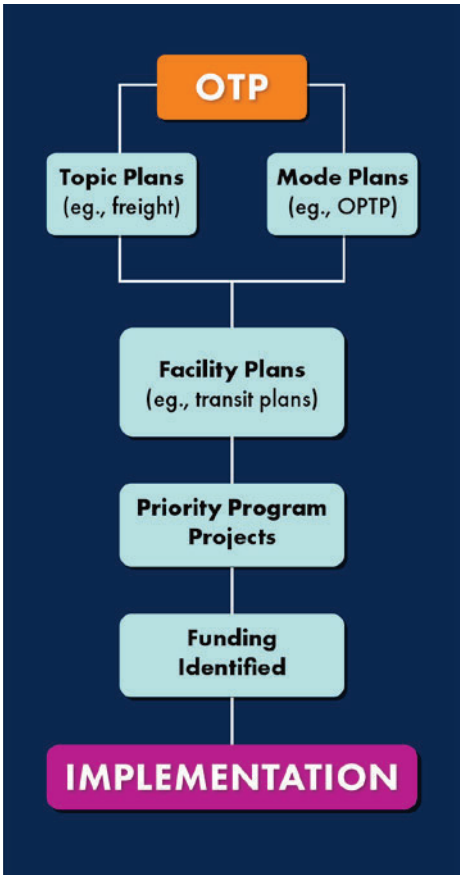
Statewide Land Use Goal 12: Transportation and the Transportation Planning Rule (OAR 660-012) guide transportation planning by public agencies at different levels throughout the State of Oregon. The OTC adopts a set of state plans that consists of the OTP, modal and topic plans, and transportation facility plans. These plans inform, but are different from, standalone long-range regional and local transportation system plans in Oregon.

7.3.1 Statewide Modal and Topic Plans

As the long-range transportation system plan for the state, the OTP functions as the "umbrella plan" over statewide modal and topic plans such as the Oregon Bicycle and Pedestrian Plan, the Oregon Public Transportation Plan, and the Oregon Transportation Safety Action Plan. These statewide plans refine and apply OTP policy to specific modes or topics and guide state, regional, and local investment decisions for the parts of the transportation system that they address. Many statewide modal and topic plans have been updated in recent years. ODOT will evaluate the most effective way to incorporate OTP policies as future modal and topic plans are considered for updates. Similarly, ODOT will update these plans as federal requirements necessitate amendments. The development of statewide plans must provide opportunities for public engagement in accordance with the State Agency Coordination Program and federal requirements.

7.3.2 Facility Plans

Facility plans provide information for individual transportation facilities, including identification of needs, an overall plan for improving the system, and policies for operating the facility. Facility plans are often state highway-oriented and include specific area refinement plans, interchange area management plans, and corridor plans. In coordination with Area Commissions on Transportation and applicable local governments, ODOT initiates facility plans and the OTC adopts these plans into the Oregon Highway Plan or other applicable statewide plan. ODOT facility plans are expected to implement OTP and applicable modal and topic plan goals, policies, implementation, and broad investment scenarios. State facility plan development must provide opportunities for public engagement in accordance with the State Agency Coordination Program and federal requirements.



7.3.3 Regional and Local Transportation System Plans

Oregon Administrative Rule 660-012, known as the Transportation Planning Rule, implements Statewide Land Use Goal 12: Transportation, including defining requirements for regional and local transportation system plans. DLCD administers the Transportation Planning Rule and issued updated rules in 2022 to address statewide mandates for reducing GHG emissions. This set of rules, known as the Climate Friendly and Equitable Communities Program, outlines the requirements for major transportation system plan updates in Oregon's recognized metropolitan areas. Changes resulting from this work are also supportive of the OTP's findings. As communities create a path to achieve regional GHG reduction targets and update their transportation system plans, OTP policies can be incorporated at the same time as the rulemaking updates issued by DLCD. In rural areas and small communities, local transportation system plans can use the OTP to help achieve consistency between the OTP, modal and topic plans, and transportation facility plans. Transportation system plans also help identify investment priorities for communities across Oregon.

7.4 Making Transportation Investments

The OTP outlines how investments in the transportation system can influence desired policy outcomes. An exploratory scenario planning process was used to test over 4,000 different combinations of investments and policies to identify the mix that best advances the goals of the OTP. This is especially important given the many needs of transportation infrastructure, the limited funding to address those needs, and the many drivers of change affecting transportation.

Today's transportation system is funded by federal, state and local dollars. Oregon's state funding sources, such as vehicle registration fees, the weight-mile tax, and gas tax, go into the State Highway Fund. Money in this fund is constitutionally restricted to be spent within the public road right of way. Needed investments not eligible for State Highway Funds must use other sources like federal dollars or the state's employee payroll tax for public transportation. Federal dollars can help to supplement some state funding programs but have usage restrictions for transit operations, passenger rail, operations, maintenance, and administration. In both federal and state programs, most dollars are mandated to fund specific activities such as safety or bridges. There is less flexibility than one might think for how transportation dollars are allocated; for example, approximately three-fourths of ODOT's budget must be directed at specific activities and is not flexible.

Not only does the inflexibility of funding present challenges to transportation agencies in meeting the immense needs described in the OTP, the total amount of funding available is woefully insufficient. Lack of funding has resulted in disinvestments across the multimodal transportation system, moving further away from desired goals. To fully realize the OTP Vision, twice as much funding is needed, which would be roughly a four-times increase if paid by user fees. The investment scenarios described below outline how funds can best be spent.

7.4.1 Oregon Funding Context and Funding Scenarios

The state's transportation network receives funding from many diverse sources. There are three primary user fees that currently fund the state's transportation budget:

- fuel taxes (potential electricity taxes, gasoline taxes, etc.),
- vehicle ownership fees (registrations, inspections, etc.), and
- road user fees (VMT taxes, weight and mileage fees, etc.).

As the way people choose to travel evolves, the revenue supporting those systems must be adapted. The growing adoption of hybrid and electric vehicles for personal and commercial use increases the demand for electrical charging infrastructure in homes, businesses, and public areas. Road usage fees, utility fees, roadway tolling, and vehicle emissions fees represent new or evolving ways of capturing revenues to support the transportation system while encouraging the transition to low-carbon transportation methods. A statewide employee payroll tax helps to support transit operation funding, which is not eligible for the sources described above.

Coordination and cooperation between agencies is critical in order to implement and manage funding mechanisms that help achieve desirable outcomes for Oregon's communities and users of the state's transportation system. The OTP provides a roadmap of investment scenarios for partners to illustrate the forward-looking options for fulfilling the strategies described in the previous section.

The OTP considered four different funding scenarios to understand how transportation investments can lead to different outcomes and address known needs. The four funding levels below were evaluated for different user costs using a cost per mile equivalent basis. The four funding scenarios range from the current ~1.9 cents per mile to a high of 'Blue Sky funding' at 7.6 cents per mile. Because of the improved travel options, the 'Blue Sky funding' scenario, which is four times the current user fees, results in only roughly double the overall transportation budget. The total budget does account for some of federal, state, and local revenue sources, not just the user fees. The funding levels provide a wide range of funding scenarios to inform different policy outcomes.

BLUE SKY[3]

$10B

~7.6¢ per mile

- Additional funding addresses broad needs of a more robust, resilient and equitable system

MAJOR INCREASE[4]

$7.2B

~4.0¢ per mile

- Additional funding increases travel and transit options
- Invests in policy goals

INCREMENTAL[5]

$6B

~2.5¢ per mile

- Minor investments in ITS, fleet electrification, land use and travel options investments to best achieve policy outcomes

CURRENT FUNDING LEVEL[6]

$5.2B[1]

~1.9¢ per mile[2]

- Addresses only critical needs
- Infrastructure gaps remain

[1] Approximate Transportation Budget in 2050 ($2023)
[2] Average fuel tax per vehicle mile traveled ($2023)
[3] Increases cost per mile 4x
[4] Increases cost per mile 2x
[5] Increases cost per mile 1.3x
[6] Increases cost per mile 1.0x

Oregon drivers pay 38 cents per gallon in state gas tax in 2023. Assuming an average fuel economy of 20 miles per gallon, most vehicles would pay around 2 cents per mile. To support the Blue Sky funding level, users would pay closer to $1.14 per gallon, 7.6 cents per mile, or a combination of equivalent fees through other sources.

The Blue Sky funding scenario, which would double the existing revenue, is the only investment level that addresses the many needs of the transportation system. Given the current gap between needs and available funding, careful consideration of policy trade-offs, potential co-benefits to multiple policy areas, and clear prioritization is needed to optimize the balance of policy outcomes. At any particular level of funding, Oregon needs to keep the existing system operating while also making strategic improvements and enhancements to adequately serve Oregonians in the future.

7.4.2 Policy Emphasis Areas of Investment Scenarios

The OTP examines outcomes from thousands of possible futures to understand what led to results that support the Plan's Vision and goals. The OTP examined 16 scenarios and four different policy emphasis areas, each with four different funding levels. The scenarios evaluated have different outcomes given the particular set of funding and policy goals emphasized. The OTP evaluated four different policy goal emphasis areas, each of which focuses on a different combination of goals:

- **GHG and Equity Priority.** Maximize sustainability goals and equitable outcomes through reducing total GHG emissions and reducing transportation costs for households with lower incomes.
- **Travel Time Reliability and Stewardship of Public Resources Priority**. Achieve a reliable transportation system and prioritize maintenance and resiliency of the transportation system.
- **Multimodal Travel with Reduced Per Capita VMT Priority.** Maximize travel options and reduce VMT per capita through increased walking, biking, and transit investment.

- **Balanced Outcomes.** Achieve an optimized outcome across all policy goal areas.

Given the policy direction of the OTP, all future scenarios reduce GHG emissions, reduce VMT per capita, and reduce vehicle transportation costs for lower income households. They all also increase the amount of funding for preservation and adaptation, and increase transit and multimodal trip making relative to today. Higher levels of funding increase the availability of funds for both transit and preservation and adaptation which would lead to improvements in other outcomes.

7.4.3 Investment Scenarios

In crafting the following investment scenarios, the ways to achieve different types of outcomes were assessed. Different types of investments were found to help further some of these outcomes more than others, as shown in the table below.

Desired Outcomes	Investment Categories That *Best* Support Each Outcome
GHG Reduction and Improved Equity	• Transportation Electrification • Active Transportation • Transportation Options • Land Use Strategies [2]
Reliable Travel Times and State of Good Repair	• ITS and Operations • Transportation Options • Preservation and Adaptation
Increased Multi-Modal Travel and Decreased VMT Per Capita	• Active Transportation • Transportation Options • Transit • Land Use Strategies

2. Land Use Strategies are supportive policy levers interconnected with increased investments in the associated categories (e.g., Active Transportation, Transit) to support the desired outcomes.

In addition, different strategies provide opportunities to advance multiple outcome areas simultaneously. The scenarios described starting at page 93 identify the mixes of funding that advance the OTP Vision overall, within the fiscal realities of different funding levels. There are some overall key findings and differences worth noting across the different funding levels. At low funding levels, limited transit and significant deficits associated with system preservation and adaptation suggest investing in higher levels of transportation demand management and transportation electrification to best meet OTP goals. However, when funding increases and can be more widely available in concert with more investments in system preservation and adaptation, the reliance on lower-cost investments to achieve the OTP goals decreases.

This is not to diminish the importance of lower-cost investments, but rather to emphasize that the OTP goals can be met through a variety of means. The OTP provides an approach to optimize investment choices at each budget level.

The significant costs associated with sustainably preserving and adapting the transportation system are the most significant underlying challenge for Oregon. Transportation's resiliency is directly affected by decisions on how to manage and adapt Oregon's transportation system to change. Climate-induced risks (wildfires, flooding, landslides) are increasing and other natural events such as earthquakes pose risks to the operation and use of the transportation system. These risks can be reduced by limiting the exposure to potential events and reducing the consequences of any one event. Adequate funding for preservation and adaptation of the system is essential to reduce these risks and achieve the goals of the OTP.

The scenarios illuminate regional differences in travel and how urban areas may experience the future differently than more rural areas of the state. Multimodal travel options will be more widely available in more dense locations; walking and biking are more feasible given shorter trip lengths; and transit is financially more viable with a larger user base. If one roadway is closed due to flooding or another event, often there is more than one alternative route. Rural areas have less redundancy with fewer roads connecting communities and are more susceptible to impacts from closures and other events. Travel distances are longer, creating limited opportunities for walking and biking, and typical lower density and lower populations mean a much smaller user base for transit.

To help guide current and future investments, the following four funding scenarios were crafted. These will form the basis for funding decisions by the OTC, with adjustments made to consider current data and needs utilizing the investment framework considerations and tiers outlined in Strategy SP.2.1.1 of the Plan and repeated below. These funding scenarios should also serve as a guide to all whom deliver and manage transportation systems and services, to ensure all are leveraging and capitalizing on investments in coordination to collectively achieve the OTP Vision.

TOP TIER

- Address fatalities and serious injuries.
- Maintain and preserve critical assets, key corridors, and critical lifeline routes.
- Add critical bikeway and walkway connections in "high need locations" (e.g., transportation-disadvantaged areas and surrounding schools, shopping, employment centers, medical services, connections to transit, and downtowns).
- Preserve current public transportation service levels and maintain a state of good repair for vehicles and facilities.

SECOND TIER

- Address contributing factors and reduce the severity of crashes and safety incidents.
- Maintain the broader transportation system and assets.
- Complete the active transportation network.
- Improve the efficiency, frequency, and reliability of public transportation services.
- Improve the efficiency and capacity of existing transportation infrastructure and facilities through operational improvements, exclusive of adding new through lanes, for the movement of people and goods.

THIRD TIER

- Increase users' sense of safety and comfort.
- Expand public transportation services and fleet.
- Add new facilities, identified and prioritized at the regional level, that are consistent with the policies of this Plan.

Current Funding Level

Under current funding levels, system preservation and adaptation investments fall further behind in addressing the needs of the system and climate resiliency; which results in more safety issues, impediments to the movement of people and goods, and reliability issues. Walkways and bikeways remain disconnected and limited progress is made even to close the most critical gaps, such as around schools. Limited to no progress is made toward accomplishing the desired policy outcomes in all investment areas. Nearly 300 aging bridges are likely to be weight restricted to prevent collapse. These restrictions force trucks to make long detours, increasing transportation costs and GHG emissions. There is a $7 billion backlog in bridge maintenance and a $4 billion backlog in pavement preservation.

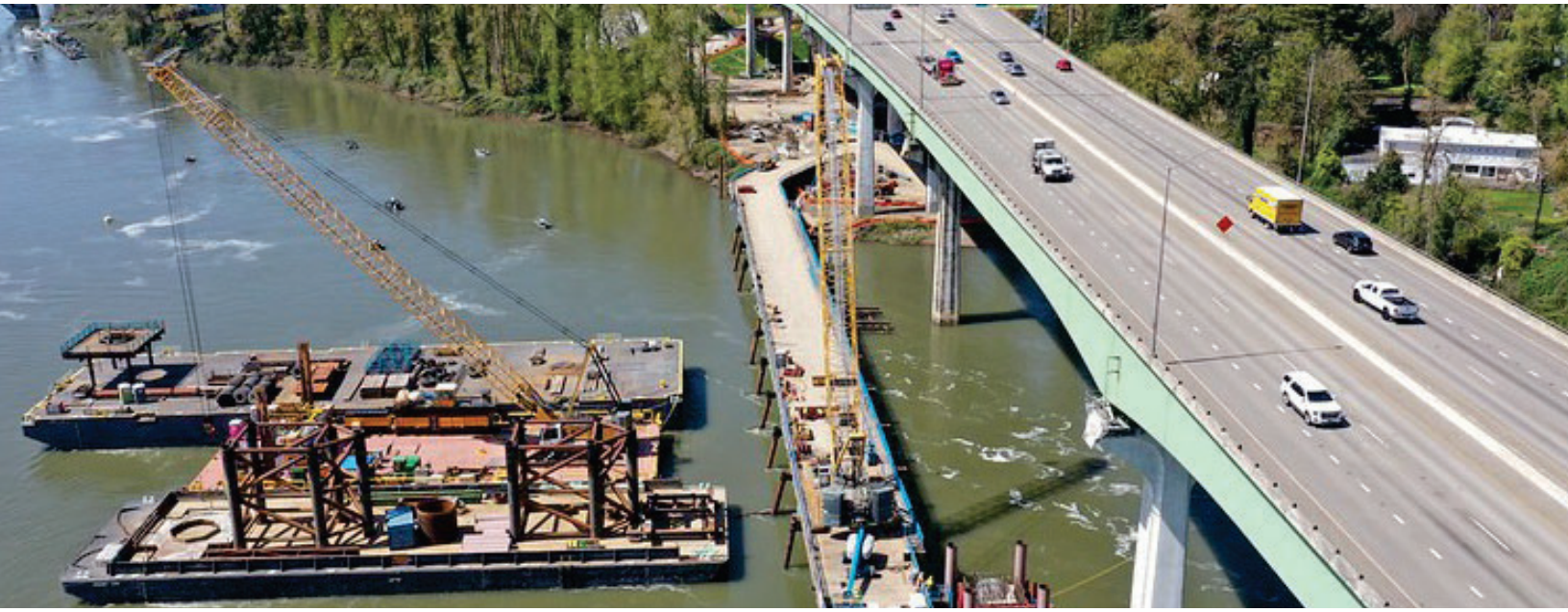
Different parts of the state have different experiences using the transportation system. Seismic retrofits slow in this funding option, creating challenges to east-west travel to and from the critical I-5 corridor during seismic events. The current funding levels fail to keep pace with inflation, limiting preservation of bridges and culverts and preparations for natural events. Rural areas are more likely to see road closures due to flooding and other extreme weather events.

Urban areas have moderate transit service, with areas disconnected. Oregonians continue to be more comfortable driving to certain destinations because of remaining gaps in the walking and biking network. Areas of the state with fewer travel routes are at greater risk of being isolated and travel may be temporarily affected by a range of events. Urbanized areas have more travel options and opportunities to meet daily needs through various modes or alternative routes. Despite some minor benefits of optimizing the allocation of investments, the state continues to fall further behind in maintaining current transportation infrastructure, leaving the state's communities and economy prone to disruptions.

Incremental Increase

This funding scenario increases funding for preservation and adaptation, with minor increases for ITS, fleet electrification, land use densification and diversification, and travel options investments to best achieve policy outcomes. The modest change in overall funding prioritizes funding in more urban areas to maximize the per capita impact per dollar of spending. Moving some trips to active travel modes is supported by changes in the delivery of Transportation Options programs and completing the priority gaps in the walking and biking network. ITS, operations, and safety investments are focused on spot improvements. The backlog for bridges and pavement preservation remains significant.

Although more funding goes toward preservation and adaptation activities, a sizable gap remains in addressing the need. Rural and coastal communities are more likely to experience delays or detours than funding scenarios with larger increases as compared to today. The costs associated with insufficient funding for system preservation continue to grow and begin to affect the system performance, putting the system at greater risk in the face of climate, seismic, and other events. Overall, only modest progress toward achieving the OTP goals is attained.



Major Increase

The major increase funding scenario (two times the user fees) begins to make progress on substantially achieving policy goal outcomes. This funding scenario focuses on increases for preservation and adaptation, transit, and active transportation. It moves toward addressing the investment needs for system preservation and adaptation and transit relative to lower funding scenarios. Significant advancements are made toward increasing travel options and transit receives funds at a higher level, benefiting equity and climate change policy goal areas. Communities enjoy stronger connections and fewer gaps in the bike and pedestrian network, including improving the active transportation connections between schools and residential communities across the state. Similarly, additional investments in transit reinforce higher-density land uses in urban areas, which in turn provide more opportunities for climate-friendly travel options. Backlogs in bridge and pavement preservation are cut in half from today's funding levels but still amount to several billion dollars.

The benefits of greater funding levels start to have noticeable effects geographically across the state in this scenario. Bridges are being replaced. Adaptation efforts reduce the impact

of climate-driven weather events, including faster response to wildfires, improved stability of slopes along roads, and less frequent culvert washouts. Improvements to the roadway pavement condition provide more reliable and comfortable travel, in particular to cars, trucks, and bikes. The overall efficiency of pavement programs is achieved by limiting costly deferred maintenance. This scenario allows progress to be made toward achieving the policy goals of the OTP.

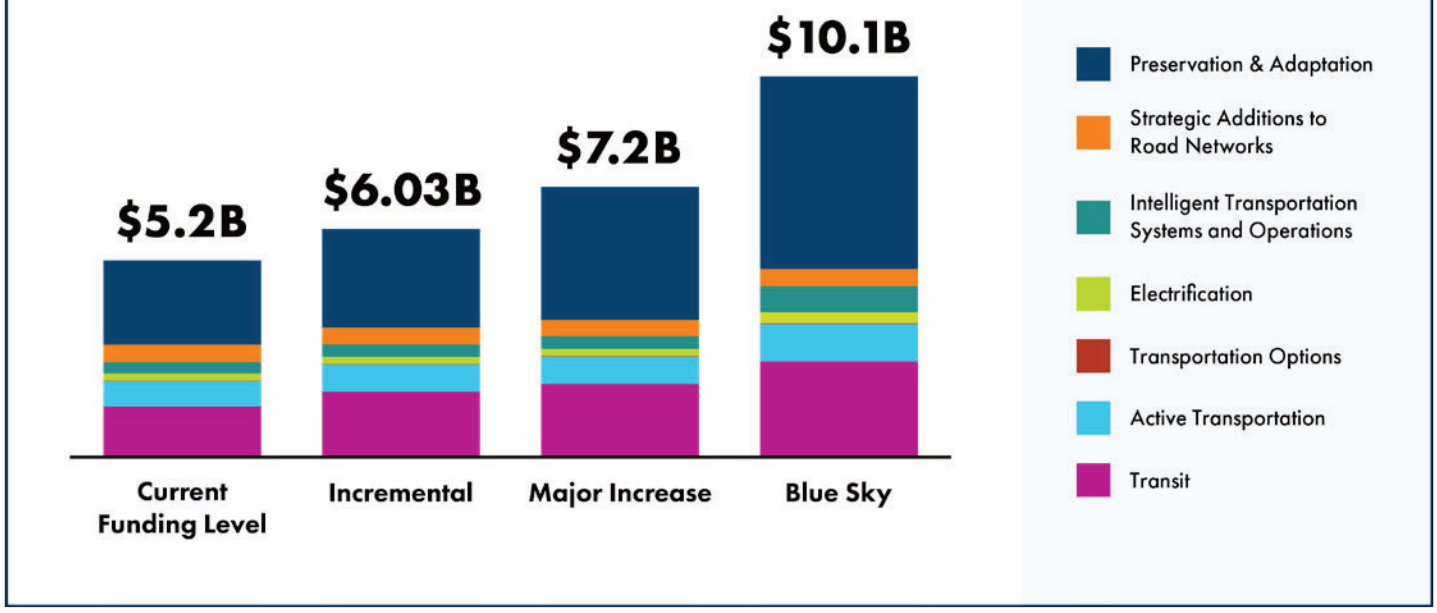
Blue Sky

The Blue Sky scenario provides the highest level of funding for investments in transportation. The funding would likely come from higher user fees for the system, potentially increasing the average household cost for transportation. However, due to improved travel options and reduced wear and tear on the system, many users will have cost-effective and efficient travel options. The improved resilience of the network will reduce costly detours. Funding is increased substantially for preservation and adaptation, and notably for transit, active transportation, electrification, and ITS and operations.

The benefits of the increased funding include a more resilient system less affected by climate and natural events, a more reliable system, and a system with more travel options for everyone. All areas of the state benefit from improved travel options with reduced disruptions and improved resiliency for travel around Oregon's communities. This is the only scenario that projects no bridge or preservation backlog and no bridges are projected to be weight restricted. This scenario also can fully address the needs for active travel networks and travel options; full funding of EV chargers and electric vehicle incentives; implementation of a strategic transportation demand management program; and enhanced ITS and operations infrastructure; all leading to improved reliability and safety.

This funding level best addresses transit and system preservation, as those two investment areas have the greatest gap between the current level of funding and the funding needed to attain the OTP goals. This funding scenario provides upgraded bridges, culverts, and improved mobility when wildfires occur. The preservation of the current roadways is substantially improved over today's investment levels, leading to fewer potholes or ruts in the road. Rural and coastal areas of the state have a system that is less subject to disruptions and provides a variety of reliable travel options. Urban areas have benefited from significant increases in transit, improved flood management, and updated complete streets to provide a diverse set of travel options. The Blue Sky scenario best addresses the future and changing needs of the transportation system for travelers and freight movement in Oregon.

OTP SCENARIOS AND INVESTMENT MIXES ACROSS THE FOUR FUNDING SCENARIOS



7.5 Oregon Transportation Plan Implementation Actions

Oregon will need to implement actions and initiatives that concurrently address multiple goals to create equitable, healthy, and thriving communities; meet GHG reduction targets; and be resilient in the face of climate change, seismic events, and other emergencies. The following implementation actions are not the only means to implement the OTP, but serve as a starting point by providing the most cross-cutting benefits being within control of Oregon's transportation agencies. Together, these priority implementation initiatives will ensure Oregon's transportation agencies are collaborating to achieve the most urgent goals and objectives.

Near-term implementation of the OTP should focus on program-level policy and funding decisions that are most likely to "move the needle" on achieving OTP goals. All of the OTP goals, objectives, policies, and strategies will be important to achieving the OTP Vision. Focusing implementation on the Top 10 actions will direct energy and resources toward changes that will affect multiple types of projects and programs, and/or have trickle-down effects that influence multiple aspects of the transportation system. While these top cross-cutting actions are intended to apply across all agencies, they also fit under ODOT's 2021–2023 Strategic Action Plan pillars — Equity, Modern Transportation System, and Sufficient and Reliable Funding — and should be considered in the next update of short-term Strategic Action Plan actions. The Top 10 implementation actions are outlined below.

Secure sustainable, resilient, and reliable transportation funding streams.

Support compact development and reduce trip lengths by investing in priority active transportation and transit networks and facilities to connect people with destinations (jobs, schools, retail, etc.).

Maximize the life cycle of existing assets and incorporate resiliency and prioritization into maintenance, repairs, and replacement.

Adopt Safe System, Americans with Disabilities Act compliant, and performance-based roadway design approaches and operation of all projects, with a focus on reducing fatalities and serious injuries.

Plan, invest in, and construct the infrastructure to electrify the multimodal transportation system and transition fuels and materials to low- and no-carbon sources.

Invest in resilient, efficient, and sustainable movement of commodities and people through comprehensive congestion management.

Complete and maintain data and mapping of crashes, social equity indices, multimodal networks, and environmental risks for use in identifying priority investments and solutions.

Create and practice equitable processes and ensure decisions lead to more equitable outcomes.

Update planning and funding decision-making processes to reduce GHG emissions and passenger VMT per capita.

Leverage emerging data and technology through strategic partnerships and targeted investments that advance road user charging, electric vehicle charging and sustainable fuels infrastructure, vehicle-to-infrastructure and vehicle-to-vehicle, broadband, on-demand transportation option platforms (e.g., Mobility as a Service, and mobility hubs), and open data standards (e.g., General Transit Feed Specification).

7.6 Transportation Performance Monitoring

7.6.1 Purpose of Key Performance Indicators

For a transportation plan to be impactful, it must be implemented. The performance indicators in this section are designed to help track the progress of OTP implementation by monitoring progress toward key outcomes.

Indicators track progress toward statewide goals and inform strategic decision making by focusing on the outcomes that the State wants to achieve. The ability to make progress is dependent on many factors within and outside the direct authority of transportation agencies. Furthermore, progress is greatly impacted by how far state, regional, local, and federal transportation agencies go individually and together.

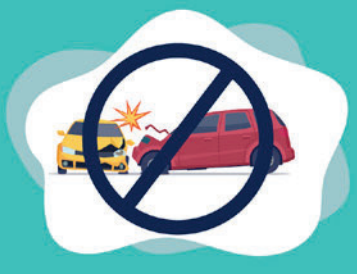
The OTP's indicators serve as a complement to existing federal and state performance measures, rather than as a replacement or duplication. Federal legislation (established through MAP-21) requires the Federal Highway Administration to set performance measures in safety, pavement and bridge conditions, and system performance. ODOT monitors and reports on those performance measures for the state. ODOT also adheres to a legislatively approved set of performance measures, as well as metrics adopted through state transportation plans. Additionally, each transportation agency in Oregon has agency-specific performance measures used to benchmark progress toward local or narrowly defined goals.

7.6.2 Key Performance Targets for the OTP

The Vision statement for the OTP identifies three main lenses by which decisions should be made: safety, equity, and climate. These three central objectives need to be tracked to ensure they are being integrated in decision-making and target-setting in order to ensure that sufficient progress is made. The Key Performance Targets below are set to 2050, the planning horizon for the OTP.

SAFETY

- Eliminate fatalities and serious injuries.



EQUITY

- Establish quantifiable targets and amend them by 2025. In the meantime:
  - Reduce household transportation costs for those disproportionately burdened.
  - Reduce disparities between historically marginalized populations and general populations for key economic, safety, and sustainability indicators.

CLIMATE

- Reduce passenger VMT per capita by 20%.
- Transition to cleaner vehicles and fuels, reducing CO2e per mile by 77%.

7.6.3 Supplemental Performance Indicators for the OTP

In addition to the Key Performance Targets, indicators have been identified to further track implementation progress for the OTP. Overall, the OTP goals and objectives establish measurable systemwide outcomes that will be critical to achieving the OTP's Vision for the future transportation system.

The table on the following page identifies the proposed indicators, the associated OTP goal(s), and the desired direction of improvement (i.e., measuring an upward or downward trend). The last two columns identify which proposed indicators:

- draw from metrics already documented through federal or state performance monitoring
- can be further analyzed to compare outcomes for people who have been historically harmed and excluded from our transportation system

Transportation system performance may involve disproportionate impacts for historically marginalized communities. These disparities can be documented by disaggregating data by race, income, or disability status, where relevant. In much of the United States, policies that lead to residential segregation and unequal distribution of resources have resulted in many people of color and people with low incomes living in communities with poor transportation facilities and amenities. This often leads to higher fatality rates, VMT, and levels of air pollution. Tracking OTP indicators for different sub-populations in Oregon helps to determine whether or not two groups are experiencing unequal outcomes. In most cases, this will be done at the community level, for example, analyzing pollution in a BIPOC community compared to a mostly white community. In other cases, it may be reasonable to compare outcomes on a household or individual level, such as the race of victims of traffic deaths or the amount spent on transportation by a household where someone has a disability.

Effective indicators must be grounded in available sources of consistent and reliable data and be able to provide meaningful pictures of future outcomes (unbiased, as completely representative as possible, etc.). Each OTP indicator that overlaps with existing performance monitoring benefits from existing available data sources and added efficiency of the monitoring process.

OTP Indicators	Nexus with OTP Goals	Desired Direction	Reflected in Existing Federal and Oregon Performance Measures	Additional Analysis for Social Equity
Multimodal Travel	Mobility and Economic and Community Vitality	Increase	Both	Yes
Travel Time Reliability	Mobility and Economic and Community Vitality	Increase	Both	Yes
Transportation Cost Burden	Social Equity	Reduce	Neither	Yes
Funding for Operations, Preservation, and Adaptation of the Transportation System	Stewardship of Public Resources	Increase	Both	Yes

Conclusion

Transportation is vital for a thriving Oregon. People living in, doing business in, and visiting Oregon rely on the transportation system every day. How Oregon envisions and manages the collective transportation system will help address some of the most pressing opportunities and challenges that are being faced as a society, such as population and labor force changes, entrenched equity disparities, climate change, emerging transportation technology, resiliency and disaster recovery, continuing impacts from the COVID-19 pandemic, and funding stability. From the Pacific coast to the high desert, from the forested mountains to the river valleys, from rural communities to cities and towns, Oregon's collective transportation future requires collaboration, adaptability, and innovation.

The Plan has enumerated the funding gap that Oregon's transportation system faces and the need to secure more sustainable and reliable funding. While additional dollars are needed to achieve the OTP Vision, the policies in the Plan are designed to focus investments that are made to highest priority activities, and in the most climate-friendly, equitable, and safe ways. This alone will shift Oregon's transportation system in a better direction.

This is not a static plan. Oregonians are resilient and dynamic, and this Plan must also be adaptable to changing conditions and uncertainties that affect transportation and the broader social, economic, and environmental health of the state. Amendments will be made as needed prior to the next full Plan update. Planning for a better transportation future is a complex challenge that requires partnership, adequate and sustainable funding, compromise, and creativity on local, regional, and statewide levels. By working together, the people of Oregon can take strategic actions in the short and long term to create a multimodal transportation system that serves present and future generations.

Appendix A: Glossary, Key Terms, Abbreviations

Accessibility/Access:

- **Travel:** The ability to reach desired destinations with relative ease, within a reasonable time, at a reasonable cost, and with reasonable choices.
- **Americans with Disabilities Act (ADA):** The extent to which facilities are barrier free and useable by persons with disabilities, including wheelchair users.

Access Management: The regulation of median openings, driveways, intersections, and interchanges. This process is intended to enable access to land uses while maintaining roadway safety and mobility.

Active Transportation: Walking, biking, and other means of transportation by human-powered vehicles, such as wheelchairs and scooters.

ADA Transition Plan: Required by the Rehabilitation Act (1973) and the ADA (1990), which mandates self-evaluation by agencies to assess barriers to accessibility for people with disabilities traveling within the public right of way. Such a plan is a living document that identifies obstacles, describes methods to make facilities accessible, specifies costs, includes a schedule for completing modifications, and designates a staff member responsible for tracking project status and progress.

Adaptation: Adjustment in natural or human systems in anticipation of or response to a changing environment in a way that effectively uses beneficial opportunities or reduces negative effects.

Alternative Fuels: Vehicle engine fuels other than standard gasoline or diesel. Typically, alternative fuels burn cleaner than gasoline or diesel and may reduce emissions. Common alternative fuels include methanol, ethanol, compressed natural gas, liquefied natural gas, clean diesel fuels, and reformulated gasoline.

Americans with Disabilities Act (ADA): Passed by Congress in 1990, the ADA is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, and all public and private places that are open to the general public.

Area Commissions on Transportation (ACTs): Advisory bodies chartered by the Oregon Transportation Commission (OTC) to address all aspects of transportation (surface, marine, air,

and transportation safety) with primary focus on the state transportation system. ACTs play a key advisory role in the development of the Statewide Transportation Improvement Program (STIP), which schedules funded transportation projects.

Asset Management: A systematic process of maintaining, upgrading, and operating physical assets cost-effectively. It combines engineering principles with sound business practices and economic theory, while providing tools to facilitate a more organized, logical approach to decision making. Asset management provides a framework for handling both short- and long-range planning.

Automated Vehicle (AV): A vehicle that uses sensors and computer systems to drive itself. Often called "self-driving" cars, AVs partially or entirely remove the need for a driver to control the vehicle.

Barrier: A condition or obstacle that prevents an individual or a group from accessing the transportation system or transportation planning process. Examples include a physical gap or impediment, lack of information, language, education, and/or limited resource.

Bicycle and Pedestrian Network: The combined network of travelway intended for bicycles and pedestrians, which includes sidewalks, bicycle facilities, trails, and walkable and bikeable streets.

Bicycle Facility: Any facility provided for the benefit of bicycle travel, including bikeways and parking facilities as well as all other roadways that are not specifically designated for bicycle use.

Capacity: The maximum amount of traffic an intersection or roadway can accommodate. This measure makes up the denominator of the volume-to-capacity ratio.

Climate-friendly area: An urban mixed-use area containing, or planned to contain, a mixture of higher-density housing, jobs, businesses, and services with multimodal services and facilities and connections to key destinations throughout the region.

Compact Development: Community development patterns with a mix of land uses and a supporting transportation system that make transportation convenient. The use and character of compact development varies depending on community size and circumstances.

Complete System: The full multimodal transportation system for an area shown in its Transportation System Plan (TSP), including street network, bicycle and pedestrian facilities, transit facilities, etc.

Congestion Pricing: Tolling in which the rate charged varies by time of day or real time traffic conditions. Planned in Oregon as scheduled variable rate tolling where fee ranges are set by the OTC and charged by a road pricing operator. Rates are higher during peak travel periods (such as morning and evening commute) and lower during off-peak periods. Scheduled time of day prices are published and are displayed on electronic signs prior to the beginning of each priced section.

Connected Vehicle (CV): Connected vehicles send and receive messages to other vehicles, wireless devices, and infrastructure such as traffic signals and roadside units.

Connected and Automated Vehicle (CAV): Connected and automated vehicles enable both AV and CV technology to be used in a single vehicle simultaneously.

Connectivity: Presence of useful, integrated links people can use to move between places, transportation system modes, or segments of the same mode. For example, do service routes intersect usefully in one place and time, can fares be interchangeable, or is information about all necessary links in a trip available in one place?

Context Sensitive: Refers to solutions, projects, design, etc. that respond to and are appropriate to the land use context and the built, natural, cultural, and social environment surrounding the affected area. Often includes a decision process that allows for more flexibility to accommodate the specific needs and characteristics of the affected area.

Corridor: A broad geographical band that follows a general directional flow connecting major sources of trips that may contain a number of streets, highways, freight, active transportation, and transit route alignments.

Diverted demand: Defines one aspect of latent demand; these terms may be used to describe the same phenomenon. This is existing system demand diverting from typical patterns related to routes, time of day, and day of week. This is the largest aspect of what typically makes up latent demand effects in Oregon and typically occurs over a short time span as users readjust their travel patterns.

Economic Vitality: Recognizes the role transportation investments play in both supporting the existing economy and promoting the expansion and diversification of Oregon's economy through the efficient and effective movement of people, goods, and services.

Efficient: Uses resources at a lower level to accomplish the same purpose than other options (e.g., cost efficient, energy efficient, fuel efficient) or simply using available transportation facilities to move the most people or freight with the lowest possible resources or space such as a bus rather than cars or a train rather than trucks.

Electric Vehicle (EV): Also known as plug-in EVs. These vehicles have an electric motor rather than an internal combustion engine and receive power from the electricity grid.

Equity: Acknowledges that not all people, or all communities, are starting from the same place due to historic and current systems of oppression. Equity is the effort to provide different levels of support based on an individual's or group's needs in order to achieve fairness in outcomes. Equity actionably empowers communities most impacted by systemic oppression and requires the redistribution of resources, power, and opportunity to those communities.

- **Outcome equity:** The OTP planning process will acknowledge existing inequities and strive to prioritize and prevent historically excluded and underserved communities from further bearing the burden of negative effects related to transportation decisions. The process will further seek to create more equitable outcomes by improving community health and overall transportation accessibility, options, and affordability.
- **Process equity:** The planning process actively and successfully creates opportunities for historically excluded or underserved communities to engage in and co-create plan outcomes.

Facility Plan: A state, regional, or local plan for an individual transportation facility such as a state airport master plan, corridor plan, transportation system plan that applies to specific areas or facilities, or refinement plan. Examples of specific area plans include interchange management plans and highway segment management plans.

Forecasted (Planned) Demand: Represents expected demand given forecasted land use, economic growth, and the available transportation network, which is based on city and county comprehensive plans and reflected in the zoning code. Assumptions that underlie project alternatives need to be consistent with comprehensive plans. Travel demand models use

comprehensive plan land use and transportation availability assumptions to forecast travel demand, which provides housing, economic development, and urban land supply context within the travel model.

Functional Class: Also known as roadway classification or facility function. The class or group of roads to which the road belongs. There are three main functional classes as defined by the United States Federal Highway Administration (FHWA): arterial, collector, and local. Oregon throughways, expressways, and freeways fall under arterial in the federal classification system. The Oregon Highway Plan (OHP) and local plans may have further designations within these classes. Design speed and whether access to the facility is controlled may also be factors in classification. For example, a freeway is designed for higher speeds and access is limited to interchanges while a local street is designed for lower speeds and many accesses.

Greenhouse Gas (GHG): Emissions that trap heat in the atmosphere, contributing to global climate change. Some GHGs occur naturally and some are emitted to the atmosphere through natural processes and human activities. Atmospheric gases such as carbon dioxide, methane, and nitrous oxide contribute to global climate change by absorbing infrared radiation produced by solar warming of the Earth's surface.

High Occupancy Vehicle (HOV): Travel lanes designated solely for non-single occupancy vehicle (SOV) automobiles (such as two or more people per vehicle) and transit vehicles.

Induced Demand: An increase in vehicle travel due to long run shifts in travel demand, typically from the effects of land use changes and economic factors. This is less likely in Oregon, where land use laws are rigorous, but can occur when local officials change plans by rezoning land or accelerating urban growth boundary expansions. The impact is often in areas seemingly distant from the project. Likewise, lack of investment in affordable housing or insufficient employment opportunities can lead to longer commutes and more miles driven. Economic factors can also increase driving, such as when gas prices drop, a healthy economy increases incomes, population grows faster than planned, or travel is impacted by emerging technologies like e-commerce delivery or carshare services.

Intelligent Transportation Systems (ITS): Refers to advanced communications technologies that are integrated with transportation infrastructure and vehicles to address transportation problems and enhance the movement of people and goods. ITS can include both vehicle-to-vehicle communication (which allows cars to communicate with one another to avoid crashes)

and vehicle-to-infrastructure communication (which allows cars to communicate with the roadway to identify congestion, crashes, or unsafe driving conditions).

Intermodal: This refers to connections between different modes of transportation and the facilities that enable people or freight to transfer between modes of transportation.

Intermodal Facilities: Facilities that allow passenger and/or freight connections between modes of transportation. Examples include airports, rail stations, marine terminals, and truck-rail facilities.

Key Performance Target (KPT): Specific, measurable, and quantifiable performance metrics used to track progress over time towards a particular objective or goal. KPTs provide teams with targets to aim for, milestones to gauge progress, and insights to help guide decision making throughout an organization.

Land Use Context: The type of land uses prevalent in an area. This can refer to the uses themselves, such as residential, commercial, or recreational uses, or to the concentration of development within an area, ranging from urban to suburban to rural. Dense urban areas are often treated differently in transportation planning than sparse rural areas.

Latent Demand: Refers to "pent-up" vehicle travel that *does not* occur currently because it is too costly or inconvenient to do so. Roadway investment can unleash latent demand leading to more miles driven. If driving is cheaper, faster, or more reliable, people may choose to eat at a restaurant farther away or they may reduce the time they spend traveling by switching to driving rather than taking an inconvenient bus route or make more frequent trips to the gym. Likewise, they may travel more if they purchase a more fuel-efficient vehicle which costs less per mile to drive.

Lifeline Route: A roadway or transportation facility that is essential to meet basic health and safety needs including delivery of goods, emergency supplies, and personnel, and to provide for evacuation. This can also refer to a transit route that a disadvantaged community relies on to access essential services such as groceries and medical centers.

Metropolitan Planning Organization (MPO): A federally recognized planning body in an urbanized area of over 50,000 population that has responsibility for developing transportation plans for the area.

Micromobility: Refers to small electric or human-powered devices such as scooters, skateboards, and similar. Often refers to services that enable sharing and rental of these devices.

Mitigation: Planning actions taken to avoid an impact altogether, minimize the degree or magnitude of the impact, reduce the impact over time, rectify the impact, or compensate for the impact. Mitigation includes:

- Avoiding the impact altogether by not taking a certain action or parts of an action.
- Minimizing impacts by limiting the degree or magnitude of the action and its implementation.
- Rectifying the impact by repairing, rehabilitating, or restoring the affected environment.
- Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.
- Compensating for the impact by replacing or providing substitute resources or environments.

Mobility: Ability to and/or ease with which people can use the transportation system to travel between destinations.

Mobility Device: A device designed to assist walking or improve the mobility of people with a disability. Examples include walkers, wheelchairs, and motorized scooters.

Mobility Hub: Places where transportation modes seamlessly connect. They usually involve transit, vehicle sharing such as car and vanpooling, concentrations of land uses, and an informational component. Mobility hubs connect a variety of sustainable modes and services through a network of physical locations or "mobile points." The points are located throughout a city or region to link the elements of a door-to-door trip physically and electronically.

Mobility-as-a-Service (MaaS): The integration of various forms of transportation services into a single, on-demand mobility service such as public transportation, rideshare, carshare, bikeshare, and taxi.

Mode: A means of transportation (e.g., walk, bicycle, bus, single- or HOV, train, truck, plane, boat, etc.).

Modal or Topic Plans: Statewide plans that implement the broad policies of the OTP for specific modes, such as public transportation and rail, or topics such as safety and passenger or freight movement over a 20-year or longer period.

Multimodal: Multiple modes of transportation, including but not limited to pedestrians, bicyclists, transit, personal vehicles, freight, and micromobility.

National Highway System (NHS): Network of strategic highways within the U.S., including the Interstate Highway System and other roads serving major airports, ports, military bases, rail or truck terminals, railway stations, pipeline terminals, and other strategic transport facilities.

Operations: The provision of integrated systems and services that make the best use of existing transportation systems in order to preserve and improve customer-related performance. This is done in anticipation of, or in response to, both recurring and non-recurring conditions. Operations includes a range of activities in both urban and rural environments, including routine traffic and transit operations, public safety responses, incident management, snow and ice management, network/facility management, planned construction disruptions, and traveler/shipper information.

Pedestrian: A person on foot, using a mobility device, or walking a bicycle.

Pedestrian Facility: A facility provided for the benefit of pedestrian travel, including walkways, crosswalks, signs, signals, illumination, and benches.

Performance Measurement: The use of statistical evidence to determine progress toward specific defined organizational objectives. This includes both evidence of actual fact, such as measurement of pavement surface smoothness, and measurement of customer perception such as would be accomplished through a customer satisfaction survey.

Performance-Based Planning: Along with programming, applies performance management principles to transportation system policy and investment decisions, providing a link between management and long-range decisions about policies and investments that an agency makes in its transportation system.

Person Throughput: A measure of the number of people a given facility can accommodate in a given amount of time. "Throughput" by itself would normally refer to the number of vehicles that can be accommodated.

Program: In transportation, this usually refers to a funding program, or an allocation of funds provided by a federal, state, or local agency with specific rules about what the funds can be used for and what is eligible to be considered. Examples include an urban or rural transit program, a bicycle and pedestrian program, or a highway safety program. Programs may also be referred to as pots, buckets, or "colors" of money; all refer to the fact that certain monies may only be used for certain things and therefore a complex project may be funded from several buckets or colors.

Project: Any individual transportation investment; it may be a service, activity, or a construction project.

Public-Private Partnership (PPP): An arrangement where both public and private entities participate and benefit from a common venture. Also known as P3s, these are often agreements between a public agency and a private entity to jointly finance, implement, and/or operate public infrastructure projects.

Public Transportation: A transportation service open to the public and at least partially funded by a government agency. Typically includes bus, bus rapid transit, passenger rail, and light rail, but may also include other modes and services, or contracted taxi, shuttle, or other services. Often referred to as public transit or simply transit. Privately provided shuttles, bikeshare, and micromobility services are complementary and may work closely with transit providers, but these are not usually called public transportation.

Regional Transportation Plan (RTP): The long-range multimodal transportation plan that is developed through the metropolitan transportation planning process and adopted by the MPO for the area.

Reliability: Refers to the degree of certainty and predictability in travel times on the transportation system. Reliable transportation systems offer some assurance of reaching a given destination within a reasonable range of an expected time. An unreliable transportation system is subject to unexpected delays, increasing costs for system users.

Resilience: The ability to anticipate, prepare for, and adapt to changing conditions and withstand, respond to, and recover rapidly from disruptions.

Road Usage Charge (RUC): A fee that is applied to every mile a driver drives. Also called Road User Fee.

Road User: A person or vehicle traveling a roadway (e.g., pedestrian, bicyclist, motorist, passenger, public transportation operator or rider, truck driver, or mobility device user).

Safe System: The FHWA Safe System approach aims to eliminate fatal and serious injuries for all road users. It does so through a holistic view of the road system that first anticipates human mistakes and second keeps impact energy on the human body at tolerable levels. There are six principles that form the basis of the Safe System approach: deaths and serious injuries are unacceptable, humans make mistakes, humans are vulnerable, responsibility is shared, safety is proactive, and redundancy is crucial.

Scenario Planning: A planning method that analyzes the impacts of trends, actions, and policies to estimate their likely impact on future conditions. Scenario planning is often performed at the state or regional level to evaluate various future alternatives against a set of established community priorities.

Scheduled Variable Rate Pricing: Typically called "variable pricing" where the toll rate varies by time of day according to a published schedule, which can be updated periodically. Although rates can be different for each hour and for each day, they are known to users in advance of travel.

Serious Injury: An incapacitating injury or any injury, other than a fatal injury, which prevents the injured person from walking, driving, or normally continuing the activities the person was capable of performing before the injury occurred.

State Highway System: Public roads owned and operated by the State of Oregon through the Oregon Department of Transportation (ODOT). Generally, all state highways and freeways; excludes highway segments operated by cities and roadways of other state agencies such as Parks and Recreation, Forestry, Fish and Wildlife, and state institution campuses such as universities.

State Highway Freight System: The freight system designated by the OHP to facilitate efficient and reliable interstate, intrastate, and regional truck movement. This system comprises interstate highways and certain statewide, regional, and district highways, and includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas.

Statewide Transportation Improvement Program (STIP): The funding and scheduling document for major road, highway, and transit projects in Oregon listing projects for a four-year period.

Statewide Transportation Strategy (STS) – A 2050 Vision for GHG Emissions Reduction: The STS examines all aspects of the transportation system, including the movement of people and goods, and identifies a combination of strategies to reduce GHG emissions.

Sustainability: Using, developing, and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic, and community objectives.

Systemically Excluded and Underserved Populations includes:

- People experiencing low income or economic disadvantage
- Black, Indigenous, and People of Color (BIPOC)
- Older adults (65+) and children
- People with limited English proficiency (LEP)
- People living with a disability
- Gay, Lesbian, Bisexual, Transgender, Queer, Intersex, and Asexual people (LGBTQIA+)
- Tribal Governments (Oregon's nine federally recognized Tribes)

Toll: A fee set by the OTC and charged by a road pricing operator for traveling on a specific facility.

Transportation Disadvantaged: Includes communities of color, people experiencing low income, older adults, youth, and people with disabilities, who are at a significant disadvantage without access to convenient, safe, well-integrated transportation alternatives. All of these groups are often without easy access to cars and live in locations without convenient, safe transportation alternatives.

Transportation Options (TO): Strategies, programs, and investments that create choice in state and local transportation systems, allowing people to bike, walk, take transit, drive, share rides, and telecommute. Historically, the purpose of TO programs and strategies (also referred to as

"transportation demand management") has been to reduce reliance on SOV travel during the busiest times of day through carpooling, HOV lanes, and other mitigation strategies.

Transportation Planning Rule (TPR): The Oregon Administrative Rule (OAR 660-012) that implements the Statewide Planning Goal for transportation (Goal 12) and directs the development of Transportation System Plans (TSPs). A new version of the rule was adopted in 2022 that includes additional requirements for metropolitan cities and counties to plan for climate and equity outcomes.

Transportation System Management and Operations (TSMO): Integrated strategies to optimize the performance of existing infrastructure through the implementation of multimodal and intermodal cross-jurisdictional systems, services, and projects designed to preserve capacity and improve security, safety, and reliability of the transportation system.

Transportation System Plan (TSP): A long-range plan that describes the intended multimodal transportation system for an area (usually city, county, or MPO) and projects, programs, and policies to meet travel needs now and in the future based on the community's goals.

Travel Demand (Modeling/Forecasts): Travel demand modeling or forecasting refers to the analytical estimation of future travel volumes and patterns performed with detailed computer models that use socioeconomic data and other key indicators to predict the number of trips that will be made in a region, where people will go, and the mode and route of travel they will take to get there.

Tribe: Any of Oregon's nine federally recognized Tribes.

- Burns Paiute Tribe
- Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians
- Confederated Tribes of the Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of Warm Springs
- Cow Creek Band of Umpqua Tribe of Indians

- Coquille Indian Tribe
- Klamath Tribes

Underserved Areas: The traditionally underserved can be defined as those specifically identified in Executive Order 12898 on Environmental Justice – low-income populations and minority populations including Hispanics/Latinos, African Americans/Blacks, Asian Americans, Native American/Alaskan Natives and Native Hawaiians, and Pacific Islanders – as well as other populations recognized in Title VI and other civil rights legislation, executive orders, and transportation legislation, including those with limited English proficiency such as the foreign-born, low-literacy populations, seniors, persons with disabilities, and transit-dependent populations.

Universal Design: Design of facilities so that they accommodate all users, regardless of age and ability.

Vehicle Miles Traveled (VMT): Refers to the total distance traveled by motor vehicles in a specified area for a given period of time.

Vision Zero: A road traffic safety concept with the objective of creating a highway system with no fatalities or serious injuries in road traffic.

Volume-to-Capacity (v/c) Ratio: A measure that reflects congestion, mobility, and the quality of travel of a roadway or section of a roadway. It compares roadway demand (vehicle volumes) with roadway capacity. Often calculated by dividing the number of vehicles passing through a section of highway during the peak hour by the capacity of the section.

Vulnerable User: Generally, a road user that is not inside a car, truck, or bus (e.g., pedestrian, bicyclist, mobility device user, micromobility device user, highway worker, or a person riding an animal or operating farm equipment on a public roadway).

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Appendix B: Oregon Transportation Plan Indicators and Example Metrics

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Increase Multimodal Travel	Mobility; Economic and Community Vitality	Transit person miles traveled		**STS** • Transit service levels • Percentage of people choosing to travel regionally by train rather than air **ODOT** • Number of state-supported rail service passengers
		Bike person miles traveled		**ODOT** • Percentage of urban state highway miles with bike lanes and pedestrian facilities in "fair" or better condition [2]
		Walk person miles traveled		
			Percentage of non-SOV travel	**STS** • Percentage of short-distance SOV trips shifted to biking, walking, or other zero-emission modes • Percentage of urban households in mixed-use area

[1] Based on FHWA Transportation Performance Regulations: https://www.fhwa.dot.gov/tpm/about/regulations.cfm

[2] In policy and in technical guidance/documentation, Oregon's established Performance Measures are often linked to "fair" or better condition. ODOT recognizes that the long-term goal is to work toward a state of good repair.

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Reduce Daily VMT Per Capita	Mobility	Household Daily VMT Per Person		**STS** • Amount of free parking in urban areas • Parking prices • Share of employees and households in urban areas participating in transportation demand management programs • Percentage of business travel replaced by virtual meeting technology • Share of urban households participating in car sharing programs • Percentage of Oregon drivers using pay-per-mile car insurance
		Total Daily VMT Per Capita		
Improve Travel Time Reliability	Mobility; Economic and Community Vitality	Travel Time Index under Extreme Congestion		
			Percentage of person-miles traveled on the interstate that are reliable	
			Percentage of person-miles traveled on the non-interstate National Highway System (NHS) that are reliable	
			Peak hour of excessive delay per capita	**STS** • Total vehicle delay on metropolitan roadways **ODOT** • Ratio of annual average daily traffic to hourly highway capacity
			Truck Travel Time Reliability Index	
				STS • Percentage of freeways and arterials with ITS deployed

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Reduce Traffic Fatalities and Serious Injuries	Safety	Urban and rural motorized related deaths	• Number of fatalities • Rate of fatalities per 100 million VMT	**TSAP** • Number of traffic fatalities • Rate of urban road fatalities per 100 million VMT • Rate of rural road fatalities per 100 million VMT • Number of unrestrained passenger vehicle occupant fatalities • Alcohol impaired driving fatalities involving a driver with a blood alcohol content of 0.08 and above • Speeding related fatalities • Motorcyclist fatalities • Unhelmeted motorcyclist fatalities • Drivers aged 20 or younger involved in fatal crashes
		Urban and rural motorized related serious injuries	• Number of serious injuries • Rate of serious injuries per 100 million VMT	**TSAP** • Statewide observed seatbelt use • Number of serious traffic injuries
		Walking and biking related deaths and serious injuries	Number of non-motorized fatalities and non-motorized serious injuries	**TSAP** • Pedestrian fatalities • Bicyclist and other cyclist fatalities

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Reduce GHG Emissions	Sustainability and Climate Action	• Total CO2e GHG emissions • Household CO2e per person	Total emissions reductions from Congestion Mitigation and Air Quality Improvement Program funded projects by pollutant: PM2.5, PM10, CO, VOC, NOx	**STS** • GHG emissions for ground passenger and commercial services • GHG emissions for freight • GHG per ton-mile of goods movement
		Annual total tailpipe emissions	Proposed new rule to set declining targets for reductions in tailpipe CO2 emissions on the NHS[2]	**STS** • Air pollution per mile of vehicle travel • Proportion of internal combustion engines **Governor** • GHG emission reductions compared to 1990 levels
				STS • Total fuel consumption • Proportion of industrial growth occurring in energy-efficient freight transportation corridors • Share of Oregon-bound domestic freight-ton miles moved by truck, rail, pipeline, air, and barge

[2] Proposed new rule: https://www.federalregister.gov/documents/2022/07/15/2022-14679/national-performance-management-measures-assessing-performance-of-the-national-highway-system

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Improve Energy Efficiency of Vehicle Fleet	Sustainability and Climate Action	CO2e per mile of transit service		
		CO2e per mile of heavy trucks		**STS** • Percentage of trucks driving at posted speed limit
		Share of miles in an EV		**STS** • Percentage of hybrid vehicles on roads • Percentage of vehicles that use ground-based power
				STS • Aircraft emissions per mile • Freight carbon fuel intensity • Percentage of people who practice eco-driving techniques • Average gas mileage • Share of light vehicles • Efficiency of engine powertrain technologies
Reduce Transportation Cost Burden	Social Equity	Share of income spent on transportation for households with annual income less than $25k		

OTP Indicator	Nexus with OTP Goals	Metrics Used in Modeling	Federal Reporting Required [1]	Oregon Performance Measures
Secure Funding for Operations, Preservation, and Adaptation of the Transportation System	Stewardship of Public Resources	Funding for operations, preservation and adaptation of the transportation system (current year dollars)	• Percentage of NHS bridges classified as in Good condition • Percentage of NHS bridges classified as in Poor condition	**ODOT** • Percentage of state highway bridges that are not "distressed"
			• Percentage of pavement of Interstate System in Good condition • Percentage of pavement of Interstate System in Poor condition • Percentage of pavement of non-Interstate NHS in Good condition • Percentage of pavement of non-Interstate NHS in Poor condition	**ODOT** • Percentage of pavement lane miles rated "fair" in the state highway system [2]
				ODOT • Percentage of public transit buses that meet replacement standards • Share of full costs paid by user for construction, operation, maintenance, and social costs in freight, air passenger, ground passenger, and commercial services travel markets

[2] In policy and in technical guidance/documentation, Oregon's established Performance Measures are often linked to "fair" or better condition. ODOT recognizes that the long-term goal is to work toward a state of good repair.

Appendix C: Policy Coordinating Committee and Work Group Members

PCC Members	Affiliation / Interest Area
Bob Van Brocklin	PCC Chair, Oregon Transportation Commission
Cooper Brown	PCC Vice Chair, Oregon Department of Transportation
Marcilynn Burke	University of Oregon
Chris Cummings	Business Oregon
Tyler Deke (alternate for Nick Meltzer)	Bend Metropolitan Planning Organization
Marie Dodds	American Automobile Association Oregon / Idaho
Jim Doherty	Morrow County Commission / North East Area Commission on Transportation
Matt Droscher	Umpqua Valley Disabilities Network
Juan Carlos Gonzalez	Metro
Mavis Hartz	Oregon Bicycle and Pedestrian Advisory Committee / North East Area Commission on Transportation
Jeff Hazen	Sunset Empire Transportation
Ritchie Huang	Daimler Trucks North America
Sarah Iannarone	The Street Trust
Jana Jarvis	Oregon Trucking Association
John Limb	Southern Oregon Climate Action Now / Senior Perspective
Vineeta Lower	Community / Regional Connectivity and Working Family Perspective
Robin McArthur	Land Conservation and Development Commission
Nick Meltzer	Oregon Cascades West Council of Governments / Corvallis Area Metropolitan Planning Organization / Albany Area Metropolitan Planning Organization
Tom Mills	TriMet
Michael Montero	Montero and Associates, LLC / Oregon Freight Advisory Committee
Marcus Mundy	Coalition of Communities of Color
Victoria Reis	Working Family Perspective
Norman Schultz	Community / Regional Connectivity and Senior Perspective
Stuart Warren	Land Conservation and Development Commission
Mackenzie Wige	Youth Action Board / Equity and Youth Perspective
Sarah Wright	Oregon Environmental Council

Work Group Members	Affiliation / Interest Area
Mobility and Accessibility	
Katie Mangle	Consultant Facilitator, Alta Planning
Lucia Ramirez	ODOT Staff Liaison, Principal Planner ODOT
Frannie Brindle	ODOT Region 2 Area Manager
Elisa Cheng	Bend Bikes
Tiffany Edwards	Lane Transit District
Andi Howell	Sandy Area Transit
Brodie Hylton	Cascadia Mobility
Kathy Klezak	NW Transportation Options
Steph Noll	OR Trails Coalition
Tim Rapp	Redmond Heavy Hauling LLC
Kari Schlosshauer	Getting There Together Coalition
Ashton Simpson	Oregon Walks
Brian Worley	Association of Oregon Counties
Social Equity	
Paul Belton	Consultant Facilitator, HDR Inc.
Sumi Malik	Consultant Facilitator, HDR Inc.
Mary McGowan	ODOT Staff Liaison, Senior Planner
Jesusa *Susie Ashenfelter	ODOT Office of Social Equity, Policy & Program Manager
Robert Duehmig	Oregon Office of Rural Health, Oregon Health & Science University
André Lightsey-Walker	The Street Trust
Genevieve Middleton	Community Development Grants Manager, City of Eugene
Abe Moland	Portland Bureau of Planning and Sustainability
David N. Morrissey	ODOT Office of Civil Rights
Justin Sandoval	Cascadia Mobility / PeaceHealth Rides
Shane Whittington	ODOT Office of Social Equity, Social Equity Program Manager
Dr. Philip Wu	Oregon Environmental Council

Work Group Members	Affiliation / Interest Area
Safety	
Beth Wemple	Consultant Facilitator, HDR Inc.
Mary McGowan	ODOT Staff Liaison, Senior Planner
Nathan Crater	City of Astoria Oregon
Kim Curley	Commute Options
Marisa DeMull	Portland Bureau of Transportation
Peter Geissert	Oregon Health Authority
Angela Kargel	ODOT Engineering and Technical Services
Lt. Jason Lindland	Oregon State Police
Lt. Cord Wood (alternate for Lt. Jason Lindland)	Oregon State Police
Climate Change, Environment, and Resiliency	
Allison Pyrch	Consultant Facilitator, Hart Crowser
Stacey Goldstein	ODOT Staff Liaison, Senior Planner
Cidney Bowman	ODOT Wildlife Passage Program Leader
Angus Duncan	Natural Resources Defense Council
Tonya Graham	Geos Institute
Eric Hesse	Portland Bureau of Transportation
Chass Jones	Federal Emergency Management
Christina LeClerc	ODOT Emergency Operations Manager
Tonia Moro	Rogue Climate
Victoria Paykar	Climate Solutions
Kat Silva	ODOT Climate Office
Electrification and Technology	
Scott Richman	Consultant Facilitator, Jacobs
Adam Argo	ODOT Staff Liaison, Principal Planner
Greg Alderson	Portland General Electric
Jeff Allen	Forth Mobility
Mary Brazell	ODOT Climate Office
Brian Burkhard	Jacobs

Work Group Members	Affiliation / Interest Area
Andrew Dick	Volkswagen Electrify America
Katharine Hunter-Zaworski	Oregon State University
Galen McGill	ODOT System Operations and Intelligent Transportation Systems
David Reeck	Umpqua Transportation Electrification Team
Eliot Rose	Metro
Anne Smart	Community / Regional Connectivity Perspective
Logan Telles	City of Eugene

Economic and Community Vitality

Brooke Jordan	Consultant Facilitator, WSP Inc.
Roseann O'Laughlin	ODOT Staff Liaison, Principal Planner
Alma Flores-GhaneaBassiri	REACH Community Development
Kanth Gopalpur	Business Oregon Commission
Jacen Greene	Portland State University, Homelessness Research and Action Collaborative
Gail Krumenauer	Oregon Employment Department
Nastassja Olson	Travel Oregon
Mallorie Roberts	Association of Oregon Counties
Jeff Stone	Oregon Association of Nurseries
Sheri Stuart	Oregon Main Street

Modeling and Scenarios

Jonathan Slason	Consultant Facilitator, RSG Inc.
Adam Argo	ODOT Staff Liaison, Principal Planner
Alex Bettinardi	ODOT Transportation Planning Analysis Unit
Kelly Clarke	Lane Council of Governments / Central Lane Metropolitan Planning Organization
Peter Hurley	Portland Bureau of Transportation
Becky Knudsen	ODOT Transportation Planning Analysis Unit
Tara Weidner	ODOT Climate Office

Appendix D: Findings of Compliance with Oregon Statewide Planning Goals

Appendix D - Findings of Compliance with Oregon's Statewide Planning Goals

Statutory Background and Requirements for the Oregon Transportation Plan

Adoption of the 2023 Oregon Transportation Plan (OTP) fulfills federal and state requirements and objectives of statewide transportation planning. The OTP was prepared by the Oregon Department of Transportation (ODOT) that will also maintain, coordinate, and administer the Plan.

The Oregon Transportation Commission (OTC), the state approval authority, adopts the OTP as part of its legal responsibility and authority under ORS 184.617. The OTP includes policies for transportation planning. Collectively, the OTP with the adopted mode and topic plan components constitute the state's transportation system plan (TSP).

Federal direction for the development and content of the long-range statewide transportation plan is contained in 23 CFR 450, which implements the Federal Highway Administration's and the Federal Transit Administration's transportation planning regulations. Each state must carry out a continuing, cooperative, and comprehensive statewide multimodal transportation planning process, including the development of a long-range statewide plan.

Findings of Compliance with the State Agency Coordination Agreement

ODOT's State Agency Coordination Agreement (SAC) requires the OTC to adopt findings of fact when adopting Final Transportation Policy Plans (OAR 731-015-0045: Coordination Procedures for Adopting the Final Transportation Policy Plan). Pursuant to these requirements, the following findings and supporting information supplements the OTC adoption of the 2023 Oregon Transportation Plan.

(1) *Except in the case of minor amendments, the Department shall involve DLCD, metropolitan planning organizations, and interested cities, counties, state and federal agencies, special districts, and other interested parties in the development or amendment of the transportation policy plan. This involvement may take the form of mailings, meetings, or other means that the Department determines are appropriate for the circumstances. The Department shall hold at least one public meeting on the plan prior to adoption.*
(2) *The Department shall evaluate and write draft findings of compliance with all applicable statewide planning goals.*
(3) *The Department shall present to the Transportation Commission the draft plan and findings of compliance with all applicable statewide planning goals.*
(4) *The Transportation Commission shall adopt findings of compliance with all applicable statewide planning goals when it adopts the final transportation policy plan.*
(5) *The Department shall provide copies of the adopted final transportation policy plan and findings to DLCD, the metropolitan planning organizations, and others who request to receive a copy.*

FINDING: Development of the 2023 OTP was based on an open and ongoing public involvement process which included MPOs, Area Commissions on Transportation (ACTs), cities, counties, state agencies, public transportation providers, other stakeholders and interest groups, and input from

interested citizens. Targeted outreach on the Draft OTP went to DLCD, Tribal Governments, federal and state agencies, MPOs, ACTs, and other interested parties. The OTP was presented to the OTC on July 13th, 2023, with these findings, therefore (3) was satisfied.

ODOT formed and worked closely with a 24 member Policy Coordinating Committee (PCC) to guide plan development. The PCC was chaired by an OTC member and included representatives from local and regional jurisdictions, public transportation providers, economic development and health agencies, auto and freight communities, non-profits and community-based organizations as well as members of the public with lived experiences related to transportation. The PCC met 10 times over the course of plan development. PCC meetings were open to the public, with specific times scheduled for public comments at each meeting. PCC meeting agendas, materials and summaries were provided on the OTP website were publicly available throughout the plan development process.

Seven work groups were utilized during the process and provided input on specific topics related to the OTP. These groups consisted of subject-matter experts and people with lived experiences from around the state.

The Land Conservation and Development Commission (LCDC) participated on the OTP PCC. DLCD received a letter notifying them that the draft Plan was available for public review and comment contemporaneously to the Public Review Period. At their March 9th, 2023, meeting, the OTC reviewed the Draft Oregon Transportation Plan and released the document for public review and input. The public comment period was open for 54 days. A public hearing was held at the May 3, 2023, to help inform the Draft OTP and again at the July 13th, 2023 OTC meeting to provide an opportunity for interested parties to testify directly to the Commission.

Broad notice on the availability of the Draft OTP was sent as described in the Plan Record of Outreach and is included herein and made a part of this finding. Agency, public, and stakeholder notifications about the Draft OTP included a variety of materials including links to the full document, a Fact Sheet summarizing key information about the OTP, a webinar describing the work, links to supporting and technical materials from Plan development, public review and hearing dates, and a description of ways to provide comments. Information was also provided on how to request materials in Spanish, Chinese, Vietnamese or Russian and alternative formats. The public involvement and outreach process followed OTC Policy 11 – Public Involvement Policy for statewide planning processes and the Statewide Transportation Improvement Program (STIP).

The OTC took action on the proposed OTP and Draft Findings of Compliance with Oregon's Statewide Planning Goals at their July 13th, 2023, meeting, which allowed for additional opportunity for public comment. Notice of OTC consideration was also broadly distributed as part of the July 2023 OTC Meeting Packet.

The July 13th, 2023, OTC Meeting Packet included the following material and information for OTC consideration:

• OTC Cover Memorandum

• 2023 Oregon Transportation Plan, including Findings of Compliance with Oregon's Statewide Planning Goals

• Compilation of Written Public Review Period Comments Received with Responses and Changes Made to the Plan

Per the State Agency Coordination Agreement, and customary ODOT practice, information on the adopted Oregon Transportation Plan and final Findings of Compliance with Statewide Planning Goals will be distributed to DLCD, MPOs, interested participants from the Plan development process, and others who request a copy following adoption. The final documents will be available on the Plan Project webpage: https://www.oregon.gov/odot/planning/pages/oregon-transportation-plan-update.aspx (as posted at the time of this document).

Findings of Compliance with Oregon's Statewide Planning Goals

The State of Oregon has established 19 Statewide Planning Goals to guide state, regional and local land use planning. The goals express the state's policies on land use and related topics. The findings below are based on applicability and content of the Oregon Transportation Plan (OTP).

1. ***Citizen Involvement -*** *The purpose of Goal 1 (660-015-0000(1)) is "To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process."*

FINDING: The development and review of the OTP provided extensive opportunities for citizen involvement. Outreach for the OTP was conducted in compliance with Oregon Transportation Commission (OTC) Policy 11 – Public involvement, which establishes public involvement objectives for the development and update of statewide plans, such as the OTP.

Highlights of outreach during the OTP process included:

- The Plan was developed with guidance of the PCC, Working Groups and a Planning Coordination Team, each representing a wide range of stakeholder interests.
- Throughout the Plan development process, various communication tools were employed to reach a wide variety of participants and to engage them successfully in a format that would meet their communication preferences. Tools included website, project fact sheets, interactive online tools, email lists, individual letters, press releases, and social media blasts. A notification was posted on the project website for the availability of alternate formats of the materials. The Plan process employed listening meetings, focus groups, and online open houses. Outreach was provided in 5 languages and materials were ADA compliant when provided in electronic format both on the website, as well as in-language focus groups.
- Notification of public review was sent to DLCD, interested state and federal agencies, tribal governments, MPOs, Area Commissions on Transportation, Oregon cities and counties, interested advisory committees and interested project stakeholders.

- Public input was solicited throughout the process and particularly at a number of milestones: 1) Draft Vision and Values, 2) Policy Framework, 3) Policies, Strategies and Actions, 4) Implementation and Investments and 5) Draft Plan review.
- Presentations were provided to numerous groups before and during the public review period.
- A public hearing was held on May 3rd, 2023 and at the July 13, 2023 OTC meeting.

Public meetings were held virtually through-out the project around the state. Staff requested participation and input from diverse groups around the state including the ACTs and MPOs. For the Draft Plan review, more than 560 individuals participated in about 40 ACT, public, and stakeholder meetings. In addition, the online open house had more than 1,040 unique visitors.

ODOT, in partnership with the State's Tribal Governments, established a documented consultation process and identified the key decision-making milestones during the development of statewide transportation plans. Following this process, Staff consulted with Tribal Governments to determine if consultation was desired during the OTP.

Communication Tools

Various communication tools were employed to reach a wide variety of participants and to engage them successfully in a format that would meet their communication preferences. Tools included:

- **Website, email lists, newsletters, individual letters, press releases, and social media** – these forms of communication were used to share information with stakeholders and the public throughout Plan development. The email list of parties interested in the OTP contains over 700 individual addresses; this and other email distribution lists were used to announce participation opportunities and invite people to participate in the online open houses.
- **Advisory committees** – the OTP was developed with a PCC, 6 WGs and a PCT comprised of representatives of a wide variety of affected groups. Committee meetings were open to the public and were held throughout the project, with express time allotments for members of the public to offer thoughts to the PCC.
- **Online open houses** – virtual meetings to enable more residents and stakeholders to participate. Two on-line open houses (Winter of 2021-22, and Spring of 2023) were provided at key parts of the process and enabled participants to provide written comment and learn about the project in multiple languages. Online open houses were provided concurrently with the listening meetings, Draft Policies and Strategies review, and the Draft Plan review.
- **Stakeholder meetings and presentations –** presentations were made at meetings of various stakeholder groups, including Area Commissions on Transportation (ACTs), MPO groups, and others during outreach phases. These public meetings were announced via the project communications lists and open for interested parties to attend.
- **Listening meetings** – ODOT conducted a number of public meetings with a diverse set of public transportation stakeholders from other agencies and organizations to elicit their feedback on issues, trends, challenges, and opportunities to consider in the OTP.

- **Public Hearing** – ODOT conducted a public hearing on May 3rd, 2023 to solicit feedback on the draft plan.
- **Focus groups** – ODOT conducted small group in-language discussions with invited stakeholders about specific topics such as equity and serving transportation users that rely on the transportation system. Some focus groups were organized around different languages for communities who did not use English as a first language.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 1, Citizen Involvement.

2. ***Land Use Planning -*** *The purpose of Goal 2 (OAR 660-015-0000(2)) is "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions."*

FINDING: The OTP supports land use planning in Oregon, by advocating for early engagement of transportation providers in the planning and development process to help ensure that new growth and development can be adequately served. Similarly, the OTP advocates for local jurisdictions to participate in the planning processes of transportation providers.

Several OTP policies demonstrate compliance with Goal 2. The most notable is Policy Goal 1: Economic and Community Vitality. Policy Objective EC.1 – *Link transportation and land use decisions, recognizing the impact both have on how, where, and the distance people travel.*

The policies under this goal cover such things as:

- Encourage development of compact communities and mixed-use neighborhoods to support multimodal trip choices and efficient public investments.
- Facilitate the creation of places where residents, workers and visitors can meet most of their daily needs without driving. These will be mixed-use communities that contain a combination of housing, jobs, businesses, and services, and that are served by safe transportation options for all modes, including high-quality infrastructure for people to walk, roll, bike, and take transit; and

Another OTP policy that demonstrates compliance with Goal 2 is Mobility Policy MO.5.2 – "Plan for and implement transportation investments that are consistent with and supportive of local, regional, Tribal, and state transportation and land use plans."

The strategies under this goal include:

- "In urban areas, support compact development and climate-friendly areas…
- Consider planned land use context… to determine modal priorities and anticipated users on a project-by-project basis.
- Determine roadway design by responding to the planned land use context to better understand the anticipated users…"

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 2, Land Use Planning.

3. ***Agricultural Lands -*** *The purpose of Goal 3 (OAR 660-015-0000(3)) is "To preserve and maintain agricultural lands."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 3. Statewide Planning Goal 3 does not apply.

4. ***Forest Lands -*** *The purpose of Goal 4 (OAR 660-015-0000(4)) is "To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 4. Consistent with Goal 4, OTP Goal 6: Sustainability and Climate Action. OTP Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 4, Forest Lands.

5. ***Natural Resources, Scenic and Historic Areas, and Open Spaces -*** *The purpose of Goal 5 (OAR 660-015-0000(5)) is "To protect natural resources and conserve scenic and historic areas and open spaces."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 5. For example, OTP Goal 1: Economic and Community Vitality includes Policy Objective EC.4 that states, "Provide, maintain, and enable multimodal intercity connections that support access to Oregon's natural, cultural, and heritage destinations." Also, OTP, Goal 6: Sustainability and Climate Action provides support to Goal 5. OTP Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces.

6. ***Air, Water and Land Resources Quality -*** *The purpose of Goal 6 (OAR 660-015-0000(6)) is "To maintain and improve the quality of the air, water and land resources of the state."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 6. For example, OTP, Goal 6: Sustainability and Climate Action states "Minimize transportation's negative role in climate change by reducing GHG emissions for all sectors of transportation, while also reducing air toxics, noise and light pollution, water toxics, and habitat loss." OTP Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 6, Air, Water and Land Resources Quality.

7. ***Areas Subject to Natural Hazards -*** *The purpose of Goal 7 (OAR 660-015-0000(7)) is "To protect people and property from natural hazards."*

FINDING: The OTP recognizes the challenges associated with natural hazards and the role that public transportation can play in emergency management planning and emergency response and recovery during and after natural disasters and other emergencies. OTP Goal 5: Stewardship of Public Resources, under Objective SP.6 states, "Increase the resiliency of the transportation system to better withstand and recover from the anticipated impacts of climate change, extreme weather, seismic and other natural disasters, and adapt to changing needs." Specifically, Policies SP.6.2 and SP.6.3 outline strategies that include:

- Mapping and assessing multi-hazard threats to the transportation system
- Implement the Climate Adaptation and Resilience Roadmap to enhance transportation system resilience
- Ensure transportation provider operations and communications are prepared for future disruptions due to climate change, extreme weather, and seismic events
- Incorporate statewide seismic risk assessments into project planning, prioritization, and implementation.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 7, Areas Subject to Natural Hazards.

8. ***Recreational Needs -*** *The purpose of Goal 8 (OAR 660-015-0000(8)) is "To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals

are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 8. For example, OTP Goal 1: Economic and Community Vitality, Policy Objective EC.4 states the OTP will "Provide, maintain, and enable multimodal intercity connections that support access to Oregon's natural, cultural, and heritage destinations." Strategy EC.4.1.1 states "Plan for travel related to tourism throughout the state as a critical economic tool for both urban and rural communities and a meaningful, affordable option for families to enjoy Oregon's many natural and urban areas." Strategy EC.4.1.2 states, "Designate priority routes for recreational trails, scenic byways, and multimodal activities such as cycle tourism and support the safe use of these designated routes through investments in programs and system improvements."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 8, Recreational Needs.

9. ***Economic Development -*** *The purpose of Goal 9 (OAR 660-015-0000(9)) is "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."*

FINDING: The OTP supports economic development in Oregon in a number of ways throughout the plan and thereby complies with Statewide Planning Goal 9. The OTP recognizes that transportation is an essential element of a multimodal transportation system that helps meet business needs; it provides transport to work, and customers to businesses and services; provides access for visitors and tourists to Oregon's attractions and tourist destinations. It also plays a role in the more efficient movement of goods in congested areas by giving people a more efficient means of travel thus leaving more of the corridor available for the transport of goods.

Specifically, OTP Goal 1: Economic and Community Vitality – *Improve prosperity, opportunity, and livability for all people who live, work, and recreate in Oregon* – provides direct support for Statewide Planning Goal 9. Under this goal there are policies and strategies that address linking transportation and land use decisions, providing safe and reliable movement of goods and services, providing transportation systems to promote healthy, prosperous, and cohesive communities, and supporting the efficient movement of freight to help keep delivery costs from increasing.

Under this goal, several policies and strategies support Statewide Planning Goal 9:

- Policy EC.2.1 Promote freight system integration and efficiency for a competitive advantage in regional, national, and international markets, including Strategy EC.2.1.1: Support a diversified freight system through planning, integration, and targeted funding for non-highway freight modes, such as rail, port, intermodal, and air cargo facilities, and Strategy EC.2.1.2: Maintain and enable access for general commercial vehicles to key freight origins, destinations, and intermodal facilities.
- Policy EC.2.2 Support efficient movement of freight to help keep delivery costs from increasing, including Strategy EC.2.2.1: Study commodity flow in Oregon and identify and improve current and potential major impediments to moving people and goods, seeking solutions that address needs.

- Policy EC.2.3 Fund innovative technology, management, and information sharing that will facilitate resilient and efficient goods movement and economic strategies.
- Policy EC.4.1 Support tourism by coordination transportation investments and operations with the tourist industry and affected communities, including Strategy EC.4.1.1: Plan for travel related to tourism throughout the state as a critical economic tool for both urban and rural communities and a meaningful, affordable option for families to enjoy Oregon's many natural and urban areas.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 9, Economic Development.

10. Housing - *The purpose of Goal 10 (OAR 660-015-0000(10)) is "To provide for the housing needs of citizens of the state."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 10. Specifically, OTP Policy EC.1.2 states, "Facilitate the creation of places where residents, workers, and visitors can meet most of their daily needs without driving. These will be mixed-use communities that contain a combination of housing, jobs, businesses, and services, and that are served by safe transportation options for all modes…" Another OTP strategy that supports housing is Strategy EC.1.2.1: "Emphasize multimodal connections to areas that include affordable housing to help those households reduce combined total transportation and housing costs." Both Policy examples illustrate how the OTP supports affordable housing and a transportation system that safely and efficiently gets people from home to economic centers.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 10, Housing.

11. Public Facilities and Services - *The purpose of Goal 11 (OAR 660-015-0000(11)) is "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."*

FINDING: Transportation is an essential component of developing and maintaining access to public facilities in urban and rural areas. Under Strategy SP.3.3.1, the OTP states, "Coordinate across state agencies (include the Department of Land Conversation and Development (DLCD), DEQ, Oregon Health Authority, and others), and with local and regional agencies, to leverage shared investments to achieve the state's goals."

Other parts of the OTP support elements of planning for an efficient transportation system. Policy MO.5.2, Strategy MO.5.2.1 states: *In urban areas, support compact development and climate-friendly areas* to ensure safe, affordable, reliable, and equitable access to destinations including jobs, education, healthy food, services, health care, and recreation.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 11, Public Facilities and Services.

> ***12. Transportation -*** *The purpose of Goal 12 (OAR 660-015-0000(12)) is "To provide and encourage a safe, convenient and economic transportation system."*

FINDING: The Oregon Transportation Plan is the statewide transportation plan for the State of Oregon. The OTP's long-range vision addresses the transportation needs of Oregon that *supports all Oregonians by connecting people and goods to places in the most climate-friendly, equitable, and safe way.* Goals in the OTP support this vision such as Goal 1: Economic and Community Vitality; Goal 2: Social Equity; Goal 3: Mobility; Goal 4: Stewardship of Public Resources, Goal 5: Safety and Goal 6: Sustainability and Climate Action. Each of these goals is followed by policies and strategies that encourage a safe, convenient, and economic public transportation system to move people.

Transportation Planning Rule, OAR 660-012

Statewide Planning Goal 12, Transportation, and administrative rule, the Transportation Planning Rule (TPR), have several elements for assuring that statewide planning goals are considered in transportation planning efforts. The TPR is a broad administrative rule that covers a range of applications, some of which are summarized below:

- The preparation and coordination of transportation system plans
- Coordination with federally required transportation plans in metropolitan areas
- Elements of TSPs
- Complying with statewide planning goals
- Determination of transportation needs
- Evaluation and selection of transportation alternatives
- Transportation financing programs
- Implementation of TSPs
- Transportation project development
- Timing and adoption of TSPs
- Plan and land use regulation amendments
- Transportation improvements on rural lands
- Exceptions for improvements on rural lands

The Transportation Planning Rule includes elements to assure that statewide planning goals are considered when developing transportation plans. While most of the TPR provisions are directed to the development and coordination of local transportation system plans, some of the provisions are applicable to the development of a statewide transportation system plan. The Oregon Transportation

Plan (OTP) serves as the statewide transportation system plan. These findings address those rule components applicable to the development and adoption of the OTP and a statewide modal plan element. The OTP and its elements form the policy foundation for the state, providing the long-range vision and a framework to guide state, regional, and local transportation decisions that apply the statewide framework to help identify specific needs and projects. Local Transportation System Plans must be consistent with the state Transportation System Plan (OTP) as defined in the TPR (OAR 660-012-0045).

- ***Purpose, OAR 660-012-0000***

Many elements of the OTP reflect objectives from the TPR purpose statement. Section (1) of the purpose statement is included below for context.

(1) This division implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system. This division also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. The purpose of this division is to direct transportation planning in coordination with land use planning to:

(a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged;
(b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation;
(c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation;
(d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;
(e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;
(f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;
(g) Identify how transportation facilities are provided on rural lands consistent with the goals;
(h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and
(i) Ensure that changes to comprehensive plans are supported by adequate planned transportation facilities.

FINDING: The OTP identifies and refines the state, regional and local role in transportation to serve as an effective element of the multimodal transportation network within Oregon. The OTP vision provides guidance for developing transportation services in Oregon and is supported through the Plan's goals, policies and strategies. Several policies directly address providing and encouraging a safe, convenient and economic transportation system:

- Policy MO.1.1 – *Provide a well-connected and seamless multimodal transportation system that promotes the safe movement of people and goods.*
- Policy MO.1.2 – *Prior to adding new motor vehicle capacity, assess whether the capacity or other needs can be reasonably addressed by a cooperative approach among agencies to carry out one or a combination of the following:*
    - *Multi-modal investments*
    - *Transportation options programs*
    - *Transportation system management improvements*
    - *Context-appropriate pricing strategies*
- Policy MO.3.1 – *Design and maintain a transportation system that allows people of all ages, abilities, and income levels to safely reach destinations (e.g., for employment, education, shopping, recreation, parks and natural areas, health care, and social opportunities) via active and low-carbon transportation modes of travel.*
- Policy MO.3.2 – *Create a robust transportation system that allows people to choose between many reliable and accessible transportation options instead of needing to rely on a single options.*
- Policy MO.4.1 – *Plan and develop an integrated transportation system that allows businesses to choose among affordable and reliable transportation options to connect goods and services with people and other businesses.*
- Policy MO.4.2 – *Advance transportation solutions that improve reliable movement along intercity corridors (e.g., intelligent transportation systems (ITS), and bus and freight vehicle priority).*
- Policy MO.4.3 – *Systematically address barriers to efficient freight movement on roads and highways and at intermodal connections.*
- Policy MO.5.1 – *Apply a context- and performance-based approach to planning and designing roadways to integrate flexibility, enhance intermodal connections, and improve user experience and safety.*
- Policy MO.5.2 – *Plan for and implement transportation investments that are consistent with and supportive of local, regional, Tribal, and state transportation and land use plans.*
- Policy SP.2.1 – *Support the movement of goods and people through strategic investment of limited resources that benefit the distribution of travelers and equitable access, and support transportation options that meet the needs of the users of the transportation system.*
- Policy SA.1.1 – *Identify safety solutions that eliminate fatalities and serious injuries while curbing vehicle emissions and leading to equitable outcomes.*
- Policy SA.1.2 – *Plan, design, construct, operate, and maintain the transportation system to reduce speed differentials on roadways; provide context-appropriate physical and temporal separation between different modes of travel.*

The OTP does not propose specific facilities for design or construction.

The OTP is consistent with OAR 660-012-0000.

• ***Transportation Planning, OAR 660-012-0010***

Section 0010 of the TPR recognizes that the state TSP (OTP) is comprised of a number of elements as described in ODOT's State Agency Coordination Program. The SAC states, *"(1) (a) The state TSP shall include the state transportation policy plan, modal systems and transportation facility plans as set forth in OAR 731, Division 15."*

FINDING: The OTP is the state TSP, supported by other modal, topic, and facility plans.

• ***Preparation and Coordination of Transportation System Plans, OAR 660-012-0015***
Section 0015 of the TPR conveys that the state TSP shall include the state transportation policy plan, modal systems plans and transportation facility plans.

FINDING: As noted above, the state policy plan (OTP), modal system plans, and transportation facility plans are separate documents that together make up the state TSP.

• ***Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas, OAR 660-012-0016***

FINDING: The Oregon Transportation Plan is not applicable to Section 0016 of the TPR.

• ***Elements of Transportation System Plans, OAR 660-012-0020***
Section 0020 of the TPR stipulates that a TSP "shall establish a coordinated network of transportation facilities adequate to serve state, regional and local transportation needs and that the TSP will include a description of the type or functional classification of planned facilities and services and their planned capacities and performance standards…."

FINDING: The OTP provides guidance and a policy framework for Transportation System Plans, but does not identify specific transportation facility improvements.

• ***Complying with the Goals in Preparing Transportation System Plans; Refinement Plans, OAR 660-012-0025***

FINDING: The majority of TPR Section 0025 does not apply to the OTP because the Plan does not include any specific proposals for transportation facilities, services or major improvements. However, TPR Section 0025, Subsection 2 states "Findings of compliance with applicable statewide planning goals and acknowledged comprehensive plan policies and land use regulations shall be developed in conjunction with the adoption of the TSP." This requirement is addressed through development of this "Findings" document and its supporting information.

• ***Determination of Transportation Needs, OAR 660-012-0030***
Section 30 of the TPR requires that TSPs identify transportation needs relevant to the planning area and the scale of the transportation network being planned including state, regional and local transportation needs.

FINDING: Understanding transportation needs is an important part of planning for the future of public transportation in Oregon. For the Oregon Transportation Plan (OTP), "needs" refers to the estimated annual dollar amount range required by transportation providers to provide services in communities across Oregon through the year 2050 under several future service scenarios. These scenarios are not tailored to address specific needs in specific locations. Instead, they are intended to describe a range of potential investment levels statewide to explore potential policy outcomes.

The analysis is not intended to propose or define a particular level of statewide transportation investment. Instead, it helps illuminate the potential gap between needs and the anticipated resources available to transportation providers around the state. By showing order of magnitude investment requirements and potential resource gaps, the needs assessment helps inform implementation strategies. Understanding future needs enabled ODOT, the project team and the PCC to develop a forward-looking set of actions and investments by agencies and leaders throughout the state that support the growth and development of transportation infrastructure. Each of the following scenarios represents an investment level to meet needs and policy objectives, each with an optimized allotment of investment allocations.

The project team established four levels of needs and investments for the OTP. The **Current Level Scenario** represents the resources needed to provide the same level of service per capita (e.g., service miles) as is provided today. Baseline Need accounts for expected growth in population to 2050, meaning more resources are required in the future to provide a level of per capita service similar to what is provided today. The Current Level scenario is forecasted to make little to no progress in accomplishing desired OTP policy outcomes, including pavement preservation and maintenance needs for Oregon's roads and bridges.

Incremental Increase Scenario represents the resources needed to provide a higher level of service in communities than is provided today, approximately 30% more than today on a cost per mile basis. Overall, only modest progress toward accomplishing desired policy outcomes is forecasted under the Incremental Increase Scenario, and the backlog for transportation system preservation needs remains significant.

Major Increase Scenario represents the resources required to serve most projected needs for the transportation network, approximately 200% of today's funding levels on a cost per mile basis. The Major Increase Scenario is forecasted to allow progress on substantially achieving OTP policy goals.

Blue Sky Investment Scenario best represents the resources required to meet nearly all future and changing needs of the transportation system and achieve desired outcomes of the OTP policy goals. The Blue Sky Investment Scenario amounts to an approximately 400% increase in transportation funding on a cost per mile basis.

As a statewide plan, determination of need was derived from data across the state and consistent with the scale of the transportation network being planned.

- ***Evaluation and Selection of Transportation System Alternatives, OAR 660-012-0035***

TPR Section 0035 stipulates that TSPs shall be based upon evaluation of potential impacts of system alternatives.

FINDING: The OTP does not address changes or amendments to specific system alternatives and is not applicable to TPR Section 0035.

- ***Transportation Financing Program, OAR 660-012-0040***

FINDING: The OTP does not identify specific facilities or improvements. However, it describes the types of investments needed and a framework to identify, prioritize, and fund transportation services. The OTP serves as a policy framework to support transportation providers, who are in the best position to make local investment decisions. Also, the OTP informs the Statewide Transportation Improvement Program (STIP) which in turn identifies projects in need of financing. The Oregon transportation funding sources has uses specified in legislation and OARs (Chapter 732, Division 040), but it also relies on approved planning processes.

- ***Implementation of the Transportation System Plan, OAR 660-012-0045***

FINDING: TPR Section 0045 addresses actions required by local governments to implement its TSP and does not directly apply to the OTP. However, ODOT summarize proposed implementation actions in Chapter 7 of the plan and will further define an implementation plan after the OTP is adopted.

- ***Transportation Project Development, OAR 660-012-0050***

FINDING: TPR Section 0050 does not apply to the OTP. The OTP does not propose specific transportation projects.

- ***Timing of Adoption and Update of Transportation System Plans; Exemptions, OAR 660-012- 0055***

FINDING: Section 0055 of the TPR covers the adoption, update, and exemptions of local TSPs and does not apply to the OTP.

- ***Plans and Land Use Regulation Amendments, OAR 660-012-0060***

FINDING: Section 0060 of the TPR addresses the coordination and review that must occur when a local government considers an amendment to its comprehensive plan and land use regulations. The OTP does not invoke consideration of a local plan amendment or regulation, so this provision is not applicable.

- ***Transportation Improvements on Rural Lands, OAR 660-012-0065 and OAR 660-012-0070***

FINDING: TPR Sections 0065 and 0070 apply to transportation improvements on rural lands. The OTP does not propose new transportation improvements. These sections of the TPR are not applicable.

The Oregon Transportation Plan is in compliance with and supportive of Statewide Planning Goal 12, Transportation.

> ***13. Energy Conservation -*** *The purpose of Goal 13 (OAR 660-015-0000(13)) is "To conserve energy." Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."*

FINDING: The OTP does not propose specific facilities or specific land use development, but it encourages more efficient land use design that supports multimodal travel. This is emphasized in Policy EC.1.1: *Encourage development of compact communities and mixed-use neighborhoods to support multimodal trip choices and efficient public investments* and Strategy SC.1.1.1: *Use land more efficiently by controlling urban growth and creating more compact and mixed-use development.*

The Stewardship of Public Resources Policy SP.2.2 supports maximizing the useful life of new, reconstructed, or repaired transportation facilities to reduce both energy and fiscal life-cycle costs. The Oregon Transportation Plan is in compliance with and supportive of Statewide Planning Goal 13, Energy Conservation.

> ***14. Urbanization*** - The purpose of Goal 14 (OAR 660-*015-0000(14)) is "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities."*

FINDING: Along with moving people and goods within an urban environment, the transportation system is the primary method of transitioning between urban and land uses. Considering and planning for land use impacts while developing transportation projects is an effective way to support a more efficient use of land. The most notable goal in the OTP that addresses this is Mobility, which discusses various ways to consider, plan and support transportation in several different land use contexts. This is best expressed in Mobility Objective 5: *Tailor transportation solutions to the local context, allowing for different solutions to achieve OTP goals in rural, suburban, and urban communities.* Within that Objective are strategies that connect transportation investments with land use plans, call for the use of context-sensitive transportation design standards, and encourage more compact urban development.

The Sustainability and Climate Action and the Economic and Community Vitality goals also address the importance of linking transportation with land use decisions in order to meet the goals and objectives of the OTP. Strategy SC.1.1.1 and Policy EC.1.2 call for better efficient land use by "*creating more compact and mixed-use development"* where "*residents, workers, and visitors can meet most of their daily needs without driving."*

The Oregon Transportation Plan is in compliance with and supportive of Statewide Planning Goal 14, Urbanization.

> ***15. Willamette River Greenway -*** *The purpose of Goal 15 (OAR 660-015-0005) is "To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 15. Specifically, OTP Goal 6: Sustainability and Climate Action. OTP Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 15, Willamette River Greenway.

> ***16. Estuarine Resources -*** *The purpose of Goal 16 (OAR 660-015-0010(1)) is "To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 16. Specifically, OTP Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 16, Estuarine Resources.

> ***17. Coastal Shorelands*** *- The purpose of Goal 17 (OAR 660-015-0010(2)) is "To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and to reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 17. Specifically, OTP Goal 6: Sustainability and Climate Action Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems," Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources." Both examples illustrate how the OTP supports Statewide Planning Goal 17.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 17, Coastal Shorelands.

> ***18. Beaches and Dunes -*** *The purpose of Goal 18 (OAR 660-015-0010(3)) is "To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man induced actions associated with these areas."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 18. Specific examples where the OTP supports Goal 18 include OTP, Goal 6: Sustainability and Climate Action Policy Objective SC.2 which states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources."

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 18, Beaches and Dunes.

> ***19. Ocean Resources -*** *The purpose of Goal 19 (OAR 660-015-0010(4) is "To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations."*

FINDING: The OTP is the overarching transportation policy plan for Oregon and doesn't propose specific projects or facilities. OTP policy language is directed at ensuring that all of the statewide goals are met when a facility plan or project is developed and implemented, including Statewide Planning Goal 19. OTP, Goal 6: Sustainability and Climate Action Policy Objective SC.2 states, "Preserve and improve the quality of Oregon's water, air, and natural ecosystems." Policy SC.2.2 states, "Provide a transportation system that is environmentally responsible and encourages conservation and protection of natural and cultural resources." Both examples illustrate how the OTP supports Goal 19.

The Oregon Transportation Plan is in compliance with Statewide Planning Goal 19, Ocean Resources.

Conclusion

The OTP is the state's transportation system plan. The process used to develop the OTP met federal and state regulations and Oregon's own statewide transportation planning requirements.

The OTP was developed in compliance with OAR 731-015-0045, Coordination Procedures for Adopting the Final Transportation Policy Plan and the Oregon Transportation Commission's Policy 11 – Public Involvement Policy. These Findings of Compliance with Statewide Planning Goals and supporting information were presented to the OTC for consideration and adoption at their July 13th, 2023 meeting.

As the state's Transportation System Plan, the OTP must be in compliance with Statewide Planning Goals. Based on the analysis of each statewide goal represented by the findings in this report, the OTP is found to be in compliance with all 19 Statewide Planning Goals.

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